

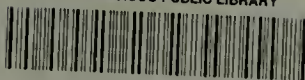


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SAN FRANCISCO

JANUARY 16th, 1951

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COMMITTEE REPORTS ADOPTED.

SECRETARY, SUPERIOR COURT.

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GEORGE D. SMITH  
Foreman

JAMES F. ALLEN  
Secretary

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WILLIAM H. AHERN

ARTHUR E. HOLL

GARDINER BLACKMAN

LOUIS G. KING

EDWARD R. BROWNE

WILLIAM T. LAMBERT

ALVIN F. DERRE

AL F. MAILLOUX

MISS MARGUERITE DOWNING

WILLIAM W. OHM

MRS. CLARA B. EAGLE

WILLIAM J. RAFFETTO

EUGENE S. ELKUS, JR.

PATRICK J. RUANE

ALVIN H. GETZ

HAROLD G. SELIG

ANTONE ZIETICH

- - - - -

Impaneled January 12, 1950

Discharged January 16, 1951

David F. Supple,  
Consultant-Statistician.



January 15th, 1951.

Honorable William F. Traverso,  
Presiding Judge of the Superior Court,  
City Hall,  
San Francisco, California.

Honorable Sir:

I have the honor to present for your consideration the Findings of the Grand Jury of 1950. These Findings accompany the reports of the eighteen Committees appointed at our first organization meeting in January, 1950.

The members of the Committees immediately entered upon their duties by visiting the various departments of the City and County government and consulting with their staff. These visits and meetings for discussion are in addition to attendance at the regular and special meetings of the entire Grand Jury. All Committee reports were submitted in writing and read to the Jurors present at a regular meeting. After discussion the Findings submitted herewith were adopted.

During our term of office sixty-four (64) regular and special meetings of the Grand Jury were held. Consideration of matters from the District Attorney's office took up considerable time at most of these meetings. The District Attorney and his staff ably presented their problems with clear cut evidence. Practically all indictments voted were followed by convictions in the Superior Court.

Several counties have adopted resolutions recommending that half of the Jury panel be staggered in their term of office so that half of the Jury can carry on with experience learned in the preceding year. We approved this action and have adopted a resolution to this effect.

It has been a great pleasure to be associated with such earnest and conscientious men and women of the Grand Jury. We all appreciate the opportunity to serve our City and County under your excellent guidance.

Respectfully,

GEORGE D. SMITH,  
Foreman  
Grand Jury of 1950.



1. MAYOR.

The Mayor's Committee, during this critical year, met with His Honor, Mayor Elmer E. Robinson, on April 19th and September 21st, 1950.

Questions on the defense program, as well as improvements in connection with city projects were discussed, together with a recommendation for a city-wide courtesy campaign, to be timed for a convention or special season, and established, if possible. Courtesy consciousness would be good advertising for our fair city and could possibly tend to decrease the accident rate.

It is expected that the government's defense program, with the re-armament plan, will impinge upon all future peace-time projects, including the subway under Market Street.

Mayor Robinson's untiring interest in preparing for civil defense needs of the West Coast are already recognized. It is greatly to his credit that he was responsible for spearheading in the United States Conference of Mayors, of which he is at present an executive, demands upon the Federal Government for Civil Defense Action. Under his leadership, we understand that San Francisco leads the country in civil defense planning. It must be realized that the program to integrate military needs with a reduction of peace-time operations, presents problems to city and governmental authorities which have yet to be worked out. As the city's defense program develops, it is reasonable to expect that every citizen and every resource will be called upon to undertake to a greater extent the responsibilities connected with vital preparation for disaster defense.

Recognition is herewith expressed for the Mayor's effort, together with his able staff, for maintaining and improving the efficiency of our existing city government for peace-time and also war eventualities.

With the above in mind, we can add nothing further to this report than to state our gratification that the high command of our civil defense forces, under the steadfast leadership of Mayor Robinson, are keeping abreast of every development and making an all-out effort to cope with any emergency that war may precipitate.

Respectfully submitted,

MRS. CLARA B. EAGLE, Chairman,

WILLIAM J. RAFFETTO,

GARDINER BLACKMAN.





2. CHIEF ADMINISTRATIVE OFFICER.

The Chief Administrative Officer Committee of the 1950 Grand Jury submits herewith its final report.

Your Committee made several calls upon Mr. Thomas A. Brooks. In each instance the full committee was present. We had lengthy and informative discussions with Mr. Brooks regarding the entire operations of his office. We find that the affairs of the Office of the Chief Administrative Officer are being conducted in an entirely satisfactory manner.

During the course of our several interviews with Mr. Brooks, our Committee observed that he is obliged to perform, as a result of being inadequately staffed, many individual detailed tasks from which we believe he should be relieved in order for him to devote full time to the administrative duties for which he is responsible and which were properly intended to fall within the scope of the important position of Chief Administrative Officer.

We recommend that the proper authorities investigate and analyze for the purpose of alleviating this situation.

This Committee expresses to Mr. Brooks its sincere thanks for his cooperation and assistance to us.

We commend the Chief Administrative Officer, Mr. Thomas A. Brooks, as a conscientious and able public administrator and executive, one in whom the citizens of this community may well place the utmost confidence.

Respectfully submitted,  
ANTONE ZIETICH, Chairman,  
MISS MARGUERITE DOWNING,  
PATRICK J. RUANE.





3. CONTROLLER, TREASURER, PURCHASER, RETIREMENT BOARD, FINANCE AND RECORDS, ART COMMISSION.

Your Committee on the above named departments submits the following report.

CONTROLLER

The Controller's Office under the capable administration of Harry D. Ross and his staff of assistants is rendering yeomen service to the citizenry of San Francisco.

The Charter provides that the Controller shall be the Chief Accounting Officer of the City and County of San Francisco; (2) shall have supervision over the accounts of all officers, commissions, boards and employees charged in any manner with the receipt collection or disbursement of City and County funds, etc. In general the Controller is the ever watchful watch-dog of every department. The Controller has an important part in the submission of the Annual Budget. It is his office that checks and prepares the estimates of each department. When that is done, he submits to the Mayor a summary and recapitulation of such budget estimates, showing the proposed expenditures and estimated revenues in comparison with previous years. This very important function of preparing the Budget, Controller Ross has delegated to Vincent G. Ryan, a most able, capable, trustworthy and efficient assistant.

The Controller has surrounded himself with a staff of highly trained assistants, each a standout in his own field. Wren D. Middlebrook, the Chief Assistant Controller, Willis O'Brien in charge of Public Utilities, Vincent Wilson in charge of Disbursements, Walter Judnich in charge of Accounts and Reports, William Schroeder in charge of Payrolls, William Waterhouse in charge of Special Audits, Ray J. Rock in charge of Accounts and Reports. With these assistants our Grand Jury Consultant has close contact, and through him we, the Grand Jury are given the audit reports made of the departments.

The Controller designates qualified certified public accountants to audit the following departments: (1) School; (2) Hetch Hetchy; (3) Municipal Railway; (4) Retirement System.

The Board of Supervisors appoints yearly a firm of certified public accountants to audit the books and accounts of the Controller.

Without a question of doubt our Municipal government has one of the finest systems of checks and double checks of any municipality in the United States.

We are indeed fortunate in having Harry D. Ross as Controller. He is without question one of the best equipped officials of our City government. His knowledge, understanding and interpretation of our City Charter and City Ordinances are outstanding, and, his inaugurated systems of controls is such that there has never been any scandal or defalcation in our government.

San Francisco is to be congratulated that it has as its Controller, Harry D. Ross.

TREASURER

The City Treasurer is Mr. John J. Goodwin who has come up through the ranks to occupy the important post of Treasurer. He is thoroughly familiar with the intricacies of the office. We found him most friendly and cooperative.

We would like to submit a summary of the monies handled and securities in the possession of the Treasurer for the period ending June 30, 1950. Also the number of safe deposit boxes examined and the approximate number of consents issued by the Inheritance Tax department of the Treasurer's office.



3. CONTROLLER, TREASURER, PURCHASER, RETIREMENT BOARD, FINANCE AND RECORDS, ART COMMISSION. (Cont'd)

CASH RECEIVED. . . . .	\$213,054,416.77
Cash Disbursed:	
Warrants. . . . .	\$180,295,516.60
Bond coupons. . . . .	5,146,161.25
Bonds redeemed. . . . .	12,640,700.00. . . \$198,082,377.85
Interest received on public funds on deposit. . . . .	443,161.15
Inheritance Tax collections for the account of the State of California. . . . .	3,183,010.08
Treasurer's commission on inheritance tax collections. . . . .	25,023.38
Treasurer's earnings from all sources including fees. . . . .	473,355.53
Total cost of operating Treasurer's Office . . . . .	92,051.59
Excess of revenue over costs . . . . .	381,303.96
In the Treasurer's custody as of June 30, 1950, were	
Collateral Bonds to secure bank deposits. . . . .	\$114,343,000.00
Bonds belonging to the San Francisco City Employees Retirement System . . . . .	82,457,937.50

During the year ending June 30, 1950, the Treasurer's opened, examined and listed contents of 2,494 safe deposit boxes and issued approximately 12,500 consents to transfer bank deposits, securities, etc to heirs, joint tenants or legatees.

The handling and processing of this great volume of business is done with a staff of only 18 employees.

Treasurer John J. Goodwin advises that the workload in his office was constantly increasing due to the City's increased financial activities.

Your committee, having visited the Treasurer's office on several occasions, desires to make the following recommendations:

1. That the entire lighting system be modernized and brought up to requirements of the office. It is extremely inadequate at the present and is causing injury to the eyes of some of the employees.
2. That soundproofing be installed.
3. That ventilation be improved.
4. That office equipment, such as furniture, calculating and adding machines be replaced with modern equipment. Most of the equipment and furniture has been a part of the Treasurer's office for more than 30 years. It is time to modernize.
5. That a modern system be installed for the safe-keeping of the Treasurer's bank securities and the City's Bonds. The facilities now in use are most unsuitable and inadequate.

Your committee personally commends Treasurer John J. Goodwin and his very efficient and obliging office staff for a well conducted and most efficient department.

PURCHASER

The purchasing department of our municipality is one of the most important in our city government as it has charge of the purchase and the contracting for supplies, materials and equipment and contractual services required for use by all departments, boards, commissions and Court System of the City and County of San Francisco.



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3. CONTROLLER, TREASURER, PURCHASER, RETIREMENT BOARD, FINANCE AND RECORDS, ART COMMISSION. (Cont'd)

The Purchaser is appointed by the Chief Administrative Officer to whom he reports. During the past year Martin H. Gerry who was Purchaser, died very suddenly and he was succeeded by Harold Jones, who is doing a splendid job in this important office. Mr. Jones brings to the office years of service and intimate knowledge of what a Purchasing Department should be. He will maintain the traditions of the office which was first occupied by Hon. Thomas A. Brooks, now Chief Administrative Officer.

It is interesting to note that the Purchaser's department purchases during a year about \$16,000,000. The Purchaser enters into various contracts, such as those for the City's Legal Representative, for tow cars used in traffic enforcement. The department operates and supervises repair shops for automotive and mechanical equipment, garages, store-rooms, warehouses, a gas and oil station for municipally owned vehicles and a central Tabulating and Reproduction Bureau now in its fifth year of operation and whose workload has greatly increased during the period.

Your committee commends Harold Jones for the manner in which he conducts the important Purchasing Department.

RETIREMENT SYSTEM - FINANCE AND RECORDS - ART COMMISSION

Retirement System, Art Commission and Finance and Records departments were found to be properly conducted as required by the City Charter.

It might be interesting to note that the Retirement System is responsible for investing the funds of the system, and at present the book value of the investments is in excess of \$82,000,000. We have looked at the portfolio of the securities, and in our judgment represent the soundest and safest of securities.

Respectfully submitted,

LOUIS G. KING, Chairman,

ANTONE ZIETICH,

EDWARD R. BROWNE.





#### 4. ASSESSOR, TAX COLLECTOR, SALES TAX

##### Assessor's Office

During 1950 several informative meetings were held by the Grand Jury Committee with Assessor Russell L. Wolden and his exceedingly able executive corps, Mr. Walter Allen, Chief Assistant Assessor, Mr. Matthew C. Carberry, Administrative Assistant, Mr. Herman Luft, Chief Building Appraiser, and Mr. William Reed, Chief Land Appraiser.

It was especially interesting to the Committee to learn of the difficult and painstaking processes undertaken by the various department heads and their co-workers in order to properly and fairly evaluate all property for the Annual Assessment Roll.

The 1950-51 Assessment Roll shows a record high of \$1,557,913,901. which represents an increase over the previous year of \$48,954,608. A comparative summary of 1949-50 and 1950-51 is included in this report. An additional \$3,500,000. was lost due to acquisition of taxable properties by the State and City.

Mr. Wolden is determined, in order to keep values current, to reassess all San Francisco property every fourth year and audit all business firms every third year, but is hampered by a shortage of appraising and auditing personnel. After studying the Mayor's Survey on the Assessor's Office, conducted by Mr. David Lewis, Chief Administrative Assistant to the Mayor, it is recommended by our Committee that this department should be fully staffed to function properly. Definitely needed to bring the maximum revenue to the City's coffers are eleven building appraisers, eleven land appraisers, and six personal property auditors. It is felt further by our Committee that as the Assessor's Office is the largest revenue producing unit in the city, that all necessary and reasonable requests to enhance that revenue should be granted by the Mayor and Board of Supervisors.

Mr. Wolden and his staff are to be commended for the wonderful progress being made in the auditing program of business firms, and particularly in the recently developed practice of sending auditors to the out of state home offices of San Francisco branches. Tremendous dividends are being paid through the foresight of Mr. Wolden and his assistants in being the first Assessor's Office in the United States to audit in this manner. An interesting and eye-opening fact in this connection is the statement by Mr. Wolden to our Committee that the first trip to Chicago entailed an expense of \$1,500. and produced over \$100,000. in additional taxes for San Francisco. This amazing difference between expenses and added income should be publicly proclaimed, so that the citizens of San Francisco are made aware of the extreme efficiency of the Assessor's Office.

It is the opinion of our Committee that San Francisco is very fortunate in having Mr. Wolden as Assessor, and the smoothness and coordination of the entire office is reflected in the excellent management by the administrative and technical assistants and their staffs. Our thanks to Mr. Wolden and all his associates for their courtesy and help during 1950.





4. ASSESSOR, TAX COLLECTOR, SALES TAX (Cont'd)

OFFICIAL SUMMARY OF 1950-51

ASSESSMENT ROLL

AND COMPARISON WITH 1949-50

	Fiscal Year 1950 - 1951	Fiscal Year 1949 - 1950
Land	\$350,080,400	\$349,961,572
Improvements	533,283,370	507,786,005
Tangible Personal Property	* 223,818,231	235,225,381
Sub-total	1,107, 182,001	1,092,972,958
Less: Veterans', Welfare and Church Exemptions	** 45,449,600	42,142,642
	1,061,732,401	1,050,830,316
Solvent Credits ***	496,181,500	458,128,977
GRAND TOTAL	\$1,557,913,901	\$1,508,959,293

\* Loss of \$11,407,150 due to smaller inventories carried by business firms.

\*\*\* Commercial Bank Accounts and Accounts Receivable.

\*\* Exempt Property

Veterans	\$25,629,874
Churches	8,127,755
Welfare	9,271,771
Colleges	2,153,210
Orphanages	238,810
Cemeteries	28,180
	<u>\$45,449,600</u>

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Tax Collector's Office

The Grand Jury Committee visited Tax Collector Edward F. Bryant on many occasions during 1950, and was always impressed by the seeming quietness of operation of the entire office. This is due solely to the experience of Mr. Bryant, thirty-five years as Tax Collector of San Francisco, and the extremely competent group of executive assistants and clerks surrounding him.

During the fiscal year of 1949-50, the total amount of money collected by the Tax Collector's Office was \$58,629,287. In view of a lower tax rate than the previous year, this was a drop of approximately \$1,000,000.

The largest division in the Tax Collector's Department is the Real Estate Tax unit. This division processed 142,000 tax bills and mailed 60,000 to tax-payers during the first week in November. Real Estate taxes collected during 1949-50 totaled \$48,743,157. In addition to collecting the Real Estate taxes, an



4. ASSESSOR, TAX COLLECTOR, SALES TAX (Cont'd)

important function of this division is to prepare the delinquent tax roll. Much work is further entailed in balancing the forty-five volumes of property tax rolls three times each year and reporting the balance due in each volume to the Controller. This division is under the able direction of Mr. Louis Conti, Chief Clerk, and he and his assistants are to be commended for a job well done.

Under the expert leadership of Mrs. Anne McArdle, Director of the License Bureau, \$595,635. was collected during 1949-50, involving the issuance of 71,000 licenses. Mrs. McArdle is one of the few women division leaders in the city service and is an extremely capable and gracious person.

Another department of the Tax Collector's Office doing a very important and competent work is the Bureau of Delinquent Revenue Collections. Mr. James Graham, Director, is helped by an able group of clerks, and in handling all bad debts and delinquent accounts of all city departments, it collected \$4,227,989. during 1949-50, and showed an increase of \$148,638. over the previous year.

San Francisco citizens are now accustomed to the City Sales Tax, and this unit known as the Purchase & Use Division, under Mr. A. J. Batiloro, another of Mr. Bryant's long list of able executives, is doing a fine job. During 1949-50, the amount of \$4,577,075. was collected, an increase of approximately \$60,000 over the previous year, and with a growing population and resultant business increase, this department should continue to expand. As the receipts of this department are distributed to the Capital Improvement Fund, it is important that the collections be high, so that many needed public improvements may be expedited.

The Parking Meter Division is one of the really fast growing units of the Tax Collector's Office. As of June 30, 1950, the number of meters in San Francisco had increased in one year from 4,182 to 8,325, with a corresponding 100% increase in revenue, the total collected being \$473,614. It is expected that about 3,000 additional meters will be installed during this fiscal year, and it is recommended by our Committee that increased personnel as needed, be given to this division. It is necessary that all meters be wound and collected at least once every three days, and the present staff of ten Parking Meter Collectors and one Senior Parking Meter Collector must be augmented.

Citizens of San Francisco are well aware of the relief of parking congestion in crowded business sections of the city since the installation of these meters and should be grateful for the efficient administration of this important department under Mr. James Reinfeldt, Cashier.

An auction of tax deeded property was held on May 31, 1950 under the personal leadership of Mr. Bryant. Ninety-eight parcels were sold for \$38,438., the highest amount ever received by the Tax Collector's Office at an auction sale. A special bit of praise should be given Mr. Bryant for his diligent work at that auction, he personally selling all the parcels without rest during the long hours of the sale.

The Committee could find no laxity in the operations of the various divisions of the Tax Collector's Office, and the people of San Francisco should be proud of it's Tax Collector, Edward F. Bryant, and his loyal lieutenants. The Committee is grateful to all of them for their cooperation during the past year of 1950.

Respectfully submitted,

ALVIN H. GETZ, Chairman,

EUGENE S. ELKUS, JR.,

ARTHUR E. HOLL.





## 5. COUNTY CLERK, RECORDER-REGISTRAR, PUBLIC ADMINISTRATOR

Your Committee on County Clerk, Recorder-Registrar and Public Administrator submits following report:

### COUNTY CLERK

We have visited the various bureaus and departments of the office and found them operating in accordance with sound business principles supervised by Martin Mongan, the County Clerk.

The office is staffed with very capable and courteous deputies and clerks. Many of them are technically trained and therefore render a splendid service not alone to attorneys but also to the general public.

We found a condition that should be immediately remedied. That is the records of the office are stored in temporary wooden boxes and steps should be taken to provide additional steel files. It is estimated that about thirty-five brown steel cabinets will adequately handle the records of the Superior Court. Another condition in connection with the filing system is the need of more storage space. Mr. Mongan advises that he put this problem at a meeting of the County Clerks of California with the result that the said group are sponsoring a bill to be presented to the coming Legislature that will permit the microfilming of all court records over 25 years old.

The receipts of the County Clerk's office for the last fiscal year were \$180,646 compared with \$141,508 for the previous fiscal year. This represents an increase of about thirty per cent.

Civil actions filed during the fiscal year 1949-1950 totaled 10,175 while new probate filings amount to 2,953. Marriage licenses issued show a decline.

County Clerk Mongan has compiled his annual report for the fiscal year ending June 30, 1950. It is a very complete report, intelligently put together. The Controller's office has recently made an audit of the County Clerk's office that verified that all fees collected were accounted for and deposited with the Treasurer as provided by law.

The personnel of the County Clerk's office is the same for years notwithstanding the steady increase of business in the office.

We commend County Clerk Mongan and his staff of deputies and clerks.

### RECORDER-REGISTRAR

The Recorder is also the Registrar. Thomas Toomey fills this important dual office in a very knowing and efficient manner.

During the past year the records of the Recorder's office are being microfilmed periodically and the microfilms deposited in a vault built for that purpose and located in Twin Peaks Tunnel. Because of this microfilming the office is returning recorded instruments within a period of four days.

It is interesting to note that the receipts for fiscal year ending June 30, 1950 were \$224,155 as compared with \$206,535 for the previous fiscal year. These receipts are the largest yet collected in the Recorder's office in any one year.

During the last fiscal year there was recorded 91,539 instruments as against 87,760 during the previous fiscal year. This increase is composed principally of deeds, deeds of trust and reconveyances, and personal property mortgages. Mr. Toomey advises that there has been a decrease in the number of marriage certificates filed and tax liens recorded.





5. COUNTY CLERK, RECORDER-REGISTRAR, PUBLIC ADMINISTRATOR (Cont'd)

Mr. Toomey also serves as Registrar. This is a very important office as it has to do with conduct, management and control of the registration of voters and of the holding of elections and of all matters pertaining to elections in the City and County of San Francisco.

The authority for the conduct of elections is set forth in detail in the Charter for all municipal elections and in the State law for all primary and general elections.

The Registrar has a permanent staff of 22 employees but owing to the seasonal nature of the work the staff is augmented by from 125 to 200 temporary employees during election time.

The office keeps a file of affidavits of registration that are used as a basis for the qualification of voters. A complete index of registered voters is printed for each city-wide election and two copies posted in the polling places for each election precinct. At the present there are 8 Assembly Districts. There are 1,214 voting precincts. The coming Legislature will re-apportion the Assembly districts in accordance with the 1950 Census.

The Registrar is charged with the responsibility of mailing sample ballots, election pamphlets including ballot arguments. The mailing very often exceeds amounts to in excess of 50 tons.

San Francisco is one of the few cities using voting machines. This enables San Francisco to keep the polls open one hour longer than in any other County. Election returns are made usually by midnight of election day.

Mr. Toomey and his efficient staff of employees are to be commended for a splendid service.

PUBLIC ADMINISTRATOR

We called upon Mr. Phil Katz, the Public Administrator together with his attorney Henry Boyen and found them very co-operative in furnishing the details of this office.

We found a complete set of books of account and records of estate matters kept in a very orderly and understandable manner.

The office of Public Administrator is self supporting and for the current year Mr. Katz expects to report a very substantial profit.

The Public Administrator's office has much to do with the Probate department of the Superior Court, and Judge T. I. Fitzpatrick is loud in his praise of the way that the probate matters are presented and handled. The work of the office is steadily growing and is being handled efficiently yet under crowded circumstances. This office needs more space, the employees are so crowded that it is remarkable the way the work is handled. We recommend that additional space be provided this growing office.

Phil Katz as Public Administrator and Henry Boyen as his Attorney, together with a very competent staff of employees merit a word of praise for the splendid service rendered.

Respectfully submitted,

PATRICK J. RUANE, Chairman,

ALVIN H. GETZ,

MISS MARGUERITE DOWNING.





6. DISTRICT ATTORNEY, CITY ATTORNEY, PUBLIC DEFENDER

DISTRICT ATTORNEY'S OFFICE

Your Committee has made a study of the work and functions of the District Attorney's office of the City and County of San Francisco during the past year.

It is our opinion that under the able direction of District Attorney Edmund G. Brown this office is operating at a very high level of efficiency. This office is a much larger organization than most people realize, there being a staff of 52 persons, 26 of whom are attorneys. It is of interest to note that the District Attorney's office functions not only in the prosecution of cases in the Hall of Justice but also maintains personnel at the Youth Guidance Center, at the Health Center Building, and has an administrative office at 550 Montgomery Street. It is the observation of your Committee that those persons who are working as assistants to Mr. Brown are very competent and industrious.

It is to be noted that during the past several years the District Attorney has been making great progress in modernizing an office which, up until the time of his taking over, possessed many antiquated features. It has been pointed out to us that there has been a complete revitalization in the method of handling cases and in keeping records, this in spite of the fact that the District Attorney's office is housed in inadequate quarters which, in the opinion of this Committee, are a disgrace to a metropolitan city such as San Francisco. We feel that very careful consideration should be given to any project which will attempt to remedy the awkward situation now existing whereby the District Attorney is forced to maintain a minimum of four different offices. The main office of the District Attorney is in rented quarters on the eighth floor of the Scatena Building and it would certainly seem appropriate that the functions of an office as important as this be housed in a public building suitable for this purpose.

It was interesting to your Committee to note that the District Attorney has a tremendous volume of business flowing through his family relations department where thousands of complaints are heard regarding marital difficulties and a maximum number are peacefully settled without resort to the criminal courts. While it is apparent that in this type of work the District Attorney is attempting to prevent the exercise of criminal processes, it is gratifying to see that his attitude toward professional law breakers and racketeers is that they should be prosecuted with determination and vigor. We noted, however, in discussing problems with members of the District Attorney's office that they take a great interest in first-time offenders and are concerned with the rehabilitation of these persons if it is at all possible.

We wish to commend Mr. Brown for the very fine work he has performed in the field of crime prevention, particularly in the establishment of the alcoholic clinic, which we believe will eventually become a model for the treatment of this problem throughout the United States.

During our work in the criminal field, this Committee as well as the other members of the Grand Jury have had an opportunity to watch closely the work of the Chief Assistant District Attorney Thomas C. Lynch, who has now become our District Attorney. This Committee feels that the selection of Mr. Lynch by Mayor Robinson was a wise and excellent choice and the Committee wishes to go on record in congratulating Mr. Lynch and wishing him every success and in commending Mayor Robinson for the appointment.

We also feel that Mr. Edmund G. Brown has been an outstanding District Attorney and that he will make an even more satisfactory record in the office of Attorney General. We commend him for the work he has done and wish him well in his new position.



6. DISTRICT ATTORNEY, CITY ATTORNEY, PUBLIC DEFENDER (Cont'd)

CITY ATTORNEY

We have examined into the conduct of the City Attorney's office as conducted by City Attorney Dion Holm.

The City Attorney is an elective office and Mr. Dion Holm, the present City Attorney, was elected as such in 1949.

The City Attorney must represent the City and County in all actions and proceedings in which it may be legally interested, or for or against the City and County. He shall give his advice or opinion in any writing to any officer, board or commission when requested.

The City Attorney shall prepare, or approve as to form, all ordinances before they are enacted by the supervisors.

This is a brief summary of activity, which by no means, tells the amount of legal work involved.

During the year there was much important litigation handled by the Assistant City Attorneys in the Courts of our City. Our inquiry from sources other than the City Attorney's office show that the litigation handled is done with preparedness and efficiency.

We are happy to commend Dion Holm as City Attorney, together with his many deputies and office assistants for a well conducted and equipped legal office.

PUBLIC DEFENDER

Your Committee has called upon the Public Defender Gerald Kenny several times during the past year and found him and his assistants with plenty of work to do.

Public Defender Kenny occupies an elective office and appoints four assistants, who are assigned to the Criminal Department of the Superior and Municipal Courts to take up the defense of a defendant who is financially unable to employ counsel, or upon order of the court, defend or give counsel to any person charged with crime. Public Defender Kenny's office handled over 4,000 cases during the last fiscal year. Besides that, the office of Public Defender served over 5,500 persons who came to it for advice.

It is the opinion of the Judges of the Criminal Division of the Superior and Municipal Courts that the office renders splendid service and that the ends of justice is served.

The clerical force of the office is capable and courteous as well as Public Defender Gerald Kenny and his Assistant Public Defenders Abe Dresow, William McDonnell, Joseph McNamara and Tobias Bricca.

Respectfully submitted,

HAROLD G. SELIG, Chairman,

WILLIAM H. AHERN,

WILLIAM W. OHM.





7. SUPERIOR AND MUNICIPAL COURTS, CIVIL AND CRIMINAL, ADULT PROBATION

Your Committee on the above mentioned Departments submits the following report thereon:

SUPERIOR COURT

The Superior Court of San Francisco functions with twenty-two judges under the leadership and guidance of a Presiding Judge, elected in December of each year. Honorable William F. Traverso, has served in this capacity ably and faithfully for the year of 1950.

It has been our privilege to visit with the Presiding Judge and discuss matters connected with both the Civil and Criminal Departments. Likewise we called upon a number of the other Judges and found them most cooperative and that their courts are justly and expeditiously handled.

The volume of business of the Superior Court continues to maintain its steady pace with the yearly increase in our population. Therefore, there is a definite increase with the number of actions filed in which a jury trial is demanded, this greatly increases the amount of work required of the Court. We offer a comparison between the years of 1949 and 1950 of the cases acquired and their disposition. In 1949 the Superior Court acquired 1,465 jury cases and 1,402 court cases with a hold-over from 1948 of 208 jury cases and disposed of 1,257 jury cases and 1,398 court cases. In 1950, 1,882 jury cases were acquired and 1,401 court cases disposing of 1,329 jury cases and 1,401 court cases.

One of the major problems facing the Superior Court is the lack of adequate space. There is no provision for extra jury deliberating rooms. At present there is only one such room to accommodate the fifteen departments trying civil cases. We have noticed on several occasions that juries have been compelled to remain in their respective courtrooms to deliberate--this is most unsatisfactory, inasmuch as the jury is in too close proximity to the Judge's chambers and is deprived of that privacy which the law requires. Further, in this set-up there are no rest-room facilities. Provision must be made to meet this situation. The way to do so is a New Courts Building. The Judges have recommended year after year the construction of a Courts Building that will house all departments having anything to do with the Judiciary. This should be a "MUST" at the earliest possible moment.

In the Criminal Department at the Hall of Justice presided over by Honorable William T. Sweigert, assisted by Judges Harry J. Neubarth and Twain Michelsen, we found them functioning in the interest of justice. Judge Milton D. Sapiro is assigned to the Youth Guidance Center (Juvenile Court) and is doing a splendid job in a most trying and exacting department.

The business end of the Superior Court is in the hands of Mr. Joseph M. Cummins who is its Secretary and Jury Commissioner. He has a very efficient office staff as is evidenced in the service rendered to litigants and Attorneys. They assist the Presiding Judge in bringing court actions to trial thus reducing the case load in a very material way. Also during each year the office staff interviews close to twenty-thousand citizens eligible for trial jury service.

Your Committee feels that the twenty-two judges of the Superior Court deserve the highest commendation for their diligent, industrious, ever courteous efforts in rendering justice and equity to all.

MUNICIPAL COURTS

The Municipal Court system functions with twelve judges presided over by the Honorable Edward F. O'Day.





7. SUPERIOR AND MUNICIPAL COURTS, CIVIL AND CRIMINAL, ADULT PROBATION (Cont'd)

The Municipal Court has jurisdiction of lawsuits involving amounts up to \$3,000.00. During the year ending October, 1950 there were filed 1,873 lawsuits. It also handles Small Claim cases involving amounts up to \$100.00. There were filed, so far this year, 6,558 claims.

Each month there is filed with the Board of Supervisors a statistical report as to the number of cases, civil and criminal, filed each month, also the revenue collected through the Court for fees, fines and forfeitures. The greatest part of the receipt of fees, etc., has been in the Traffic Department.

A very interesting comparison of criminal actions, including traffic handled by the Municipal Courts is that San Francisco with twelve judges handled close to 600,000 cases as against Los Angeles with forty judges handled 725,000 cases. This was for the year 1949.

Traffic records are now handled in three locations--at the Hall of Justice and at two locations in the City Hall. We recommend consolidation of the traffic departments. Consolidation would be in the interest of convenience to the public and for greater efficiency in staffing and handling the tremendous volume of clerical work involved in these Departments.

We have looked over the yearly receipts from traffic fines from 1934 to 1950. Find in 1934 that the receipts were \$63,000.00 and in 1950 the receipts were \$1,530,801.00. This tremendous increase clearly shows that immediate provision of proper facilities for the traffic department is an urgent necessity.

The Municipal Judges like the Superior Court judges are diligent and faithful to their trust and we commend them for their attention to duty.

ADULT PROBATION DEPARTMENT

The Adult Probation Department operates under authority of Section 1203 of the Penal Code and Section 58 of the Charter.

The Department is under control of the Adult Probation Committee appointed by the Judges of the Superior Court (Criminal) and is under direct supervision of Mr. John D. Kavanaugh, Chief Adult Probation Officer.

From the Criminal Department of the Superior Court, after trial, subject cases are referred for investigation as to whether probation be granted. During the past twelve months a total of four thousand cases were referred from the Courts for investigation and report. This investigation is handled by a staff of fourteen probation officers.

Besides the investigation, the staff supervises persons placed upon probation. It was found by your Committee that each probation officer supervises on an average of about two hundred cases monthly.

That the work of the Adult Probation Department is increasing is shown by the following statistics. In 1945 the Department handled 2,943 cases and in 1950 to date 4,000 cases. The Probation officers in addition to the routine office work, also must do a considerable amount of field work and home visitations.

It may be of interest to note that the Department acts as a collection medium for (1) omitting to provide for minor child and other family support, (2) merchants, hotels etc., (3) fines and restitution, the collections run from \$175,000.00 to \$200,000.00 yearly.





7. SUPERIOR AND MUNICIPAL COURTS, CIVIL AND CRIMINAL, ADULT PROBATION (Cont'd)

Like a number of City Departments this Adult Probation Department is housed in an outside office building in limited space. This situation should be changed for the ever increasing work of the department. Your Committee recommends that the Hall of Justice be remodeled to provide space so as to accommodate the Adult Probation Department as well as the District Attorney and the Public Defender.

Adult Probation Officer John D. Kavanaugh is a very efficient as well as a courteous official, as are his office staff employees.

Respectfully submitted,

AL F. MAILLOUX, Chairman,

PATRICK J. RUANE,

MRS. CLARA B. EAGLE.



8. POLICE DEPARTMENT, LIQUOR PERMIT, CORONER

The 1950 Grand Jury Police Department, Liquor Permit and Coroner Committee herewith submits its final report.

This committee met with the Police Commissioners on several occasions - had a number of conferences with the Chief of Police, Michael E. Mitchell and the Secretary of the Police Commission, Sgt. John T. Butler. They also consulted with your Chief of Inspectors, James L. English, talked with a number of the Police Department Heads; inspected the Hall of Justice and the Police Academy; also the Police Range and various Police Stations throughout the city. In addition, a conference was held with George R. Riley, head of the Board of Equalization.

It is the consensus of opinion of this committee that the citizens of the City and County of San Francisco have an excellent Police Department, staffed with competent and well-trained personnel, under the guidance and capable management of your Police Commissioner Henry C. Maginn, President - Washington I. Kohnke and J. Warnock Walsh, and well administered under the able leadership of your Chief of Police, Michael E. Mitchell.

Though the Police Department is doing an over-all good job in San Francisco, in many instances some departments and stations are severely handicapped by over-crowded and deplorable working conditions, lack of equipment and in some cases a lack of personnel; therefore, this committee is of the opinion that these conditions should be remedied at the earliest possible moment - for when this is accomplished we will have a more efficient and better operated Police Department in San Francisco.

The number of Uniform and Civilian Employees authorized for the fiscal year July 1, 1950 - June 30, 1951 is as follows:

<u>UNIFORMED FORCE</u>	<u>AUTHORIZED</u>
Chief of Police	1
Deputy Chief of Police	1
Chief of Inspectors	1
Director of Traffic	1
Supervising Captain	1
Captain of Inspectors	1
Department Secretary	1
Captain of Traffic	1
Director of Personnel	1
Director of Criminal Information	1
Director of Bureau of Special Service	1
Criminologist	1
Captains	13
Lieutenants	46
Inspectors	105
Inspector of Junior Traffic	1
Inspector of Motor Vehicles	1
Sergeants	184
Photographer	1
Range Master	1
Secretary, Police Commission	1
Patrolmen	1,284
Patrolmen (Asst. Inspectors)	19
Patrol Drivers	22
Women Protective Officers	8
Property Clerk	1
TOTAL AUTHORIZED.....	1,699





8. POLICE DEPARTMENT, LIQUOR PERMIT, CORONER (Cont'd)

<u>CIVILIAN FORCE</u>	<u>AUTHORIZED</u>
Police Commissioners	3
Police Surgeon	1
Hearing Reporter (as needed)	
Hostlers	7
Jr. Chef	1
Sr. Bookkeeper	1
Bookkeeper	1
Tabulating Machine Operator	4
Senior Clerk Stenographer	2
General Clerk Stenographer	5
"        "        "	4
"        "        "	1
General Clerk Typist	8
"        "        "	8
Telephone Operators	14
Fingerprint Technician	8
Head Jail Matron	1
Jail Matrons	7
Kitchen Helper	2
Porter	1
	<hr/>
TOTAL AUTHORIZED .....	79

TOTAL PERSONNEL, UNIFORM AND CIVILIAN 1,778

SURVEY OF THE SAN FRANCISCO POLICE DEPARTMENT

Pursuant to a resolution adopted by the Police Commission on February 2, 1950 - a survey of the San Francisco Police Department was ordered and a committee appointed, consisting of five members of the Police Department, to work out the details. Those appointed were Director John Engler, Chairman; Supervising Captain Jeremiah Coughlin, Lt. Wesley Murray, Edward Comber and Alfred Arnaud.

The Police Committee studied the Police Department Survey and had several conferences with the Chief of Police with regards thereto. The Police Committee wishes at this time to compliment the Survey Committee on the splendid work done on their report in the short time allotted to them

Some forty-four (44) recommendations were submitted in the Survey Report for better operations of the Police Department.

This Committee in conference with the Chief of Police were advised that many of the recommendations were (1) put into effect; (2) were going to be placed into effect; and (3) were being studied by the Police Commission or Department Heads to ascertain how they could be accomplished.

As far as this Committee could ascertain, the only recommendations that were highly controversial were the following:

1. Allowance of personnel to meet the 40-hour week.
2. One-man patrol cars.
3. Traffic Bureau.
4. China Town Squad

(1) Allowance of Personnel to Meet the 40-Hour Week.

This matter was determined and personnel was allowed by the action of the Board of Supervisors at their budgetary sessions however, this Grand Jury Police Committee wishes to make a comment and recommendations concerning the payment of over-time now being accumulated by the personnel of the Police Department.

All work performed by uniformed members of the Police



8. POLICE DEPARTMENT, LIQUOR PERMIT, CORONER (Cont'd)

Department in excess of the basic forty-hour week is credited to the member or payment of straight time made thereof.

A review of police overtime records reveals that as of February 10, 1950, there were due and owing to the then present members of the Department a total of 230,781 hours of overtime valued at \$446,290. A re-check of over-time records as of November 1, 1950 discloses that the accumulated over-time has increased to 315,000 hours valued at \$570,150. The hourly rate used in calculating this overtime is \$1.81. This is the basic hourly rate for police officers receiving \$315. per month on a 40-hour week basis. This increase in accumulated over-time can be mostly attributed to a recently approved charter amendment increasing the number of holidays for uniformed members of the Police Department from an average six per year to an average twelve per year and the allowances of accredited over-time due to the cancellation of days off. If this present practice is allowed to continue, in the not too distant future the members of the Police Department will have a million dollar over-time fund to their credit.

Pay for overtime should be recognized and it is recommended that the Police Commission submit an over-all study and budgetary report to the Mayor and Board of Supervisors to allow sufficient funds in the coming budget to pay members of the Police Department for overtime when they are required to perform police services on holidays or their normal days off.

This, we believe, would be an effective means of reducing the amount of overtime credited to members of the Police Department. Also, police officials should use every means at their command to permit members of the Department with excessive over-time to their credit to take additional watches off whenever their services can be spared in order to reduce this overtime.

(2) One-man Patrol Cars.

As far as the Police Committee can ascertain, the experts on this matter cannot as yet determine whether one-man or two-men in the patrol cars are necessary - until this can be determined it is the opinion of the Police Committee that in all cases where police officers lives are endangered that there should be two-men in such patrol cars.

(3) Traffic Bureau.

The Traffic Bureau being handled by Traffic Committee.

(4) China-Town Squad.

A great deal of time and study has been devoted to this subject and the Police Committee wishes to present (a) the arguments by the Survey Committee to abolish the China-Town Squad, and (b) the arguments by the Chief's office for its retention.

(a) Argument by the Survey Committee to abolish the China-Town Squad:

The China-town Squad consists of fourteen members commanded by an Inspector of Police detailed from the Bureau of Inspectors. The members work in pairs and in plain clothes. The area patrolled by this squad is bounded by California, Stockton, Broadway and Kearny Streets. The functions of this unit are essentially patrol, rather than investigative.

The Squad was formed in the era in which the residents of Chinatown were foreign-born Chinese against whom a campaign of anti-Oriental prejudices was directed. The prevalence of opium dens, tong wars,







8. POLICE DEPARTMENT, LIQUOR PERMIT, CORONER (Cont'd)

compulsory prostitution, and gambling made it mandatory that intensive police action be exercised. A further reason rested on the insistence by Chinese merchants that uniformed police in the district adversely affected the tourist business because it tended to confirm the popular belief that the Chinese were a lawless people. There was justification for the existence of the squad under these conditions.

Even a casual examination of Chinatown today would indicate that conditions have changed in recent years. The residents are now largely American-born Chinese, and adhere to modern customs. Opium dens and compulsory prostitution are non-existent and the question of tong wars and gambling can very adequately be handled by the other units of the department. It might be noted, in this connection, that there has not been a tong war of any significance in Chinatown in twenty-five years, and if one should arise the patrol force and the Bureau of Inspectors could cope with the situation.

The theory of plain clothes details in Chinatown rests on the premises that the identity of the officer is not known to the potential violator and that surveillance and apprehension is thereby made easier. However, as a practical matter, the identity of every member of the squad is well known to every member in Chinatown who desires to or actually does indulge in criminal conduct. It is well recognized that undercover agents lose their effectiveness upon making an arrest. There seems to be little justification for the wearing of civilian dress by members of the squad.

The last few years have witnessed a gradual population shift of the Chinese beyond the confines of the Chinatown area. This trend is quite noticeable in the area extending several blocks West of Chinatown. It has been estimated that there are from nine thousand to ten thousand Chinese within the confines of Chinatown and some sixteen thousand living outside of its geographical limits.

If the reason for the squad's existence is based on the fact that the Chinese people require special police supervision, it logically should follow that the jurisdiction of the squad should extend to the adjacent blocks which have a preponderance of Chinese inhabitants. However, it is the belief of the committee that the Chinese residents of San Francisco do not present a unique police problem requiring the services of a specialized unit of the department for solution.

There is no greater need for a Chinatown Squad than there is for special squads to patrol other areas of the City that have foreign colonies, such as North Beach or Russian Hill. Other areas of the City, such as the Fillmore district, present greater policing problems than does Chinatown.

Since the function of the squad is essentially patrol, this activity should be returned to the patrol division and placed under the supervision of the commanding officer of the Central Police District. A study should be made of the area and beats established according to police needs. If this



8. POLICE DEPARTMENT, LIQUOR PERMIT, CORONER (Cont'd)

is followed, there will be a saving of man-power because the area can be patrolled with less than fourteen men.

If situations, such as gambling operations, should arise which the uniformed officer or the facilities at the command of the district cannot successfully suppress, the assistance of the Bureau of Special Services can be obtained. It might be noted, at this time, that the Bureau of Special Services was not in existence when the squad was first formed.

(b) Arguments by the Ex-Chief of Police for retention of the China-Town Squad:

The committee reports that at one time conditions did warrant a special squad for this district, but that these conditions have changed. It is agreed that the residents of this area do not constitute a special police problem now.

However, the existence of this squad is not predicated upon this assumption that the Chinese residents require special police treatment. This slant is unfair to the people as well as the department. The squad is maintained mainly to suppress gambling because gambling establishments would be more highly concentrated in this area than in the city at large. In fairness to the people of the district it should be pointed out that when gambling is not suppressed that the patrons of these establishments would come from all over the Bay Area. The function of the squad is not essentially patrol, although the squad does do some patrol work.

It may be true that the identity of the personnel of this squad is known to the potential violators, but common sense also tells us that a man in uniform can be spotted at much greater distance. An officer in plain clothes can get much closer to a place when a violation is occurring than a uniformed man could. Further arguments why Chinatown Squads should remain in plain clothes are:

#1 GAMBLING: When Chinese attempt to run a gambling game in the Chinatown District, they hire men known as "LOO SEE" men, whose sole duty is to ascertain the whereabouts of the members of the Chinatown Squad, and keep the game owners informed. For this reason, in order to make an arrest, it is necessary for the Squad to take the following precautions in order to get close to the scene of the violation: - Go over roofs of adjacent buildings; hide in doorways; mingle in crowds; get close to "LOOK SEE" man without being recognized and apprehend him so that he would be unable to inform his superiors; sneak into the building where the game is played without spreading the alarm. It would be impossible to perform these duties if the men were wearing uniforms - as the officers would be recognized at a great distance making it impossible to apprehend the violators even if the exact location were known, which is very seldom.

#2 NARCOTICS: In making an arrest for a narcotic violation, it is the general custom to enter buildings from the roof so as not to be seen. This entails much climbing from one roof to another, during which an Officer becomes covered with filth; - on gaining access to a building, it is necessary to





8. POLICE DEPARTMENT, LIQUOR PERMIT, CORONER (Cont'd)

try nearly every door in order to detect an odor of opium, and as these buildings are thickly populated, many people come and go during this process, and if they saw a man in uniform, they would become alarmed, and as has happened when a strange officer has come into these buildings, the women particularly, will start screaming with fright, thus ruining any prospects of an arrest.

#3 LOTTERY: In making lottery arrests, it is distinctly to the advantage of the Officer to be in plain clothes as a great deal of the arrests are made on the street. The Officer generally may wait in a doorway from which he can spot the Chinese delivering the drawings and be upon him before he can get rid of the evidence. In uniform he would be spotted by the culprit who would run to the nearest sewer and dispose of the tickets, and even as has happened, in a case where he has not many tickets he has swallowed them. If an arrest is made in a store, the minute you enter you have to run to the rear and apprehend them before they burn the drawings. It would be impossible to do this in uniform as these stores generally have a clerk in the front of the store, whose main duty is to watch for the Squad, - thus the men would be spotted before they could do anything towards making an arrest.

To say that this problem could be turned over to the Bureau of Special Services does not mean that personnel could be reduced. If the responsibility is shifted, then the manpower must also be reassigned.

It is the recommendation of this 1950 Grand Jury Police Committee that continuous study and check be made by the 1951 Jury to ascertain the necessity of the Chinatown Squad.

BUREAU OF INSPECTORS

It is necessary for your Police Committee to report that this Bureau is severely handicapped due partly to the physical structure of the Hall of Justice and largely to the lack of funds for providing adequate civilian stenographic personnel and modern electronic equipment.

For more efficient operation of this Bureau this Grand Jury Police Committee supports the following suggestions and recommendations and approves the adoption thereof:

Item No. 1

Provisions to be made for the employment of Clerk-Stenographers in order that progressive investigative reports could be compiled. The greatest present weakness of the Detective Division at the present time is the lack of information regarding the status of current major criminal investigations. The present practice, due to lack of clerical help is the reporting of progress of the investigations verbally. This leads to a great number of weaknesses. The first is the field investigators. It is difficult to estimate the amount of time that an investigator should spend on a single case due to the presence of so many variable factors. There is a loss of information which should be compiled for future reference. This loss is caused by the information not being recorded. There is also a loss of efficiency in the solution of cases where one unit of the Detective Division may have information regarding a case but which is unknown to the Detail that is handling the present investigation.





8. POLICE DEPARTMENT, LIQUOR PERMIT, CORONER (Cont'd)

There is no present method of determining the work load being carried by individuals aside from the number of reports which are assigned to them. The number of reports in themselves do not reflect the amount of work or time involved in the investigation of the case, as each case differs. In some cases a minor offense may entail more time than a major offense.

Investigative reports enable the District Attorney to get a rather complete idea of the background of the case and the evidence that may be available.

Investigative reports enable prepared press releases to be available for the newspapers, as the officer in charge of the Detail is then in a position to determine what information can be given to the press and what is necessary to suppress in the interest of the preparation of the trial case.

Investigative reports provide insurance against criticism from the public, press or administrative heads.

An example might be given where a great amount of work may have been spent in the investigation of a case but which has produced no particular results. Sometimes a hue and cry is raised that nothing is being done by the Police Department in the matter, where if written investigative reports are available it may be shown that every effort has been made to cope with the situation.

For the immediate purpose of securing progressive reports, it is believed that the employment of seven additional Clerk-Stenographers would meet the needs.

Of course, as far as records are concerned, it is hoped that improvements will be made in the Central Record Division. A 1946 survey made by the Federal Bureau of Investigation showed that the record system would be about sufficient to meet the needs of a city of 50,000 population. It has been impossible, due to lack of office space, to enlarge the present record division, but it is possible now, or in the near future, that space may be available for the enlargement of the Record Division if the Traffic Division moves to its new proposed location. It would be possible with not too great expense to make alterations which would provide the necessary space.

Item No. 2

Another weakness of the present investigative methods is in the collection of physical evidence found at the scene of the crime. It is known that a great amount of physical evidence is lost or never found due to our present system of reporting and investigating crimes.

We take a specific illustration: We can follow the course of the reporting of a burglary. We can say that a burglary is discovered by the citizen at 10:00 P.M. The Police District Station is notified, the radio car is dispatched to take a report of the complaint. The complaint is prepared at the District Station and forwarded by automobile to the Hall of Justice. The report is received at the Inspectors Bureau and assigned to the Burglary Detail. The earliest time that the Inspectors can respond to the burglarly would be after roll call and show-up and would probably be ten o'clock in the morning before the Inspectors arrive at the scene of the offense. In the meantime, it is quite probable that a great amount of physical evidence has been lost or destroyed.

It is the proposal to obtain a Mobile Field Laboratory which would respond to a burglarly, or any other major crime, where physical evidence could be found or is likely to be found automatical





8. POLICE DEPARTMENT, LIQUOR PERMIT, CORONER (Cont'd)

on the initial report of the complaint. This Mobile Field Laboratory would be manned by a Laboratory Technician who has been trained to recognize, collect, preserve and analyze physical evidence.

We do have an excellent Criminal Laboratory, but there is a great gap between the physical evidence in the field and the study of it in the laboratory. This gap prevents much evidence from being presented in the trial of criminal cases. This is a great weakness inasmuch as the average present day juror has been trained through the press, radio, movies and publications to expect veteran criminal investigators to present physical evidence in criminal cases. It would be necessary to arrange for the employment of four Laboratory Technicians to provide twenty-four hour a day service. However, the expense involved would be more than offset by the results. It is true that this would cost additional money, but savings would be reflected in the successful production of convictions which will prevent repetition of offenders who now may be acquitted and be free to commit new crimes.

Item No. 3

It is proposed that an investigative fund of \$5,000. be appropriated by the Board of Supervisors for the use of the Bureau of Inspectors. Investigations often times incur expenditures of money, and when we consider that the present amount of money appropriated to the Police Department in the form of a Contingency Fund was established over thirty years ago, it is only logical that that amount of nine thousand dollars is no longer sufficient to meet the needs. This contingency fund is provided to meet all emergency requirements of the Police Department for a calendar year and very little of it is now available to the Detective Division for the purpose of investigation. It is not feasible to increase the contingency fund as that is set by charter and would take a vote of the people to obtain an increase. It is suggested that the Inspectors Bureau be provided with a separate contingency fund.

Item No. 4

It is recommended that an appropriation of \$2,500 be made for the purchase of electronic equipment. Such equipment is now being used by all major police departments in the United States. San Francisco is one that has practically no such equipment. Much time could be saved and great efficiency achieved in the investigation of cases if electronic equipment were available.

Item No. 5

Item No. 5 follows as a result of No. 4 insofar as an appropriation of \$1500. would be necessary in order to train a member of the Department as an electronic expert. Tentative arrangements have been made with the Los Angeles Police Department to train one of our men in this detail. Such training would be without cost to this department, but it would be necessary to pay the expenses of the man while detailed with the Los Angeles Police Department for a period of possibly six months. The Department have the men with the proper background and theoretical training in this field, but practical experience in the methods of installation is necessary.

Item No. 6

Another service which should be provided for the Bureau of Inspectors should be the furnishing of information regarding statistical and analytical information. Graphs and charts should be made available to the Investigative Division by the Record Division which would show crime curves, crime loads, comparative arrest reports





## 8. POLICE DEPARTMENT, LIQUOR PERMIT, CORONER (Cont'd)

clear-up ratios, and other information which would reflect our progress and demonstrate our weaknesses. A certain amount of information in statistical form is now furnished the Detective Division, but requires a great deal of interpretation to ascertain current conditions. Proper information should be at hand in order to properly supervise the operations of a large division.

When we consider that approximately ninety-four percent of our total budget of \$7,500,000 is spent for personnel services, it is evident that some consideration be given to making that personnel more efficient.

### HALL OF JUSTICE

This is a five (5) story and basement with sub-basement building, with various penthouses on the roof for police facilities. A good and well built structure, but owing to its architectural exterior treatment and its construction does not lend itself economically to adding additional stories, but can be altered and modernized on its interior to serve the wants of the present and added court rooms, judges' chambers, jury rooms and their facilities. Office space could also be made available to the District Attorney, Public Defender and Adult Probation Bureau now occupying rented portions of buildings at a considerable expense to the taxpayers.

When it is considered this building now, some thirty-five (35) years old, not old for buildings well built, and intended for a community of about three-hundred-thousand (300,000) inhabitants, but totally inadequate now for the purpose of service, one really should marvel on visiting and investigating this building, how the Police Department functions, with its increased force and the growth of our city. Our business houses and industries have been increasing facilities in the last few years and here we have a building built thirty-five (35) years ago still serving this metropolitan Police Department.

It is time that the citizens of San Francisco ratify a bond issue, providing sufficient funds to remedy this situation. This Police Committee recommends the acquisition of land in the vicinity of the present Hall of Justice and to construct thereon a Police Department Headquarters building to properly carry on the functions of the Department. Upon completion of the new building, the renovation of the present Hall of Justice should be undertaken.

### THE POLICE ACADEMY AND POLICE RANGE

Your Police Committee visited both the Police Academy and Police Range. The Academy is utilizing the de-activated Golden Gate Park Police Station on Fulton Street opposite Thirty-sixth Avenue. Under the able direction of Captain John Engler, the Academy, through its instructors, is performing an outstanding service to the Police Department in training the probationary policemen, as well as giving refresher courses to members of the department.

It is the feeling of this Committee and we so recommend that a new Police Academy on the site of the Police Pistol Range at Lake Merced be constructed, thereby centralizing all of the training facilities in one location.

The Police Committee also visited the Police Pistol Range and is of the opinion that it is well operated, and from the results obtained by the instructions given it has a great and necessary value to the Police Department. The sharp-shooting police officers have won numerous trophies in national competition. These officers are at the height of their training with the targets now available--but we are informed that better training could be given





8. POLICE DEPARTMENT, LIQUOR PERMIT, CORONER (Cont'd)

to these officers if moving and jumping targets were installed; therefore, it is the Committee's recommendation that such targets be installed at the Police Range.

POLICE STATIONS

The Committee visited many of the precinct stations during the year. It is felt that the New Mission District Station is a job well done for the efficient operation of the personnel of that district. It was observed that two stations, namely Ingleside and Golden Gate Park Stations were in very bad condition. Since they are over fifty (50) years old and renovation or repairs would be a waste of the taxpayers' money, it is recommended that these two stations be replaced by modern and adequate buildings, similar to the new Mission Station, and that ample maintenance be supplied these buildings.

APPRECIATION

The 1950 Police Committee of the Grand Jury wishes to express its deep appreciation and thanks to Police Commissioners, Henry C. Maginn, President - Washington I. Kohnke and J. Warnock Walsh; - Chief of Police Michael E. Mitchell; Chief of Inspectors James English; Director Bureau Personnel Captain John Engler; Director of Criminal Information - George Hippley; Criminologist - Francis X. LeTulipe; Secretary of the Police Commission Sergeant John T. Butler and to all members of the Police Department who so courteously assisted us in making it possible to submit this report and these recommendations.

This Committee further wishes to extend to Chief of Police Michael E. Mitchell, our sincere best wishes upon his retirement from the Police Department, for many days of happiness and good health. To the new Chief of Police, Michael Gaffey, we extend our heartiest congratulations and wish him every success in his new office.

Respectfully submitted,

ALVIN F. DERRE, Chairman,

HAROLD B. SELIG,

WILLIAM H. AHERN





## 9. FIRE DEPARTMENT, ELECTRICITY DEPARTMENT

The San Francisco Fire Department is under the management of the Board of Fire Commissioners consisting of the Honorable Walter A. Leonetti, President, the Honorable Robert H. Schaefer, Vice-President and the Honorable Leo H. Shapiro, Fire Commissioner. Weekly meetings of the Board are held regularly and the business of the Department is conducted in a prompt, courteous and efficient manner.

Chief Edward P. Walsh is the chief executive officer and under his efficient and progressive leadership the department has prospered to the point to warrant a request to the National Board of Fire Underwriters for an advanced status on their grading schedule which should result in very substantial savings on fire insurance premiums.

The uniformly quick and capable service rendered by the department at fires is universally recognized and it has earned for it the fullest confidence and respect of the citizens of San Francisco.

As in World War II, the department again takes great interest and occupies a prominent place in the current Civilian Defense activities and the enrollment of an auxiliary fire reserve and its training is progressing, although public response up to now is somewhat disappointing.

One of the important functions inaugurated by the department during the year is a building inspection program by officers and men from all of the fire stations in the city. This serves the dual purpose of eliminating existing fire hazards and acquainting the fire fighting personnel with the buildings and occupancies in their respective districts.

The long awaited survey of firehouses in the light of the report submitted by Mr. H. M. Engle, Structural Engineer in 1940, which reported that most of them are structurally unsafe, is now finally under way and since the presently available funds are not sufficient to complete the same, it is very necessary that an additional appropriation will be forthcoming in the budget for 1951-1952.

The new firehouse on Sanchez Street, between Market and Fourteenth Streets was completed and occupied during the year and another new firehouse is under construction on 32nd Avenue, between Ortega and Pacheco Streets, which should be ready for occupancy not later than April 1, 1951, so that adequate and long needed fire protection will be available in the Sunset District.

Progress is also being made in relocating the department Drill Tower, the present structure being in the way of the Freeway approaches and the new location at the southwest corner of Folsom and Nineteenth Streets has many advantages, and this Committee warmly endorses Chief Walsh's plans to eventually locate the fire college now established on the West Campus of the City College on Ocean Avenue, west of Phelan Avenue, on the same site with the Drill Tower.

No solution has yet been found for the problem of providing a satisfactory location for the Department's Headquarters, now in the basement of the City Hall, where sanitary and light conditions are poor and space is inadequate. It is therefore urgently recommended that the next Civic Center construction program be made with the view of including therein accommodations for the Fire Department Headquarters.

During the past year, the department has been able to procure sufficient new fire apparatus to cover its immediate needs and this policy should be continued without interruption, in order to prevent the accumulation of superannuated equipment.

The same procedure and for the same reason, is



9. FIRE DEPARTMENT, ELECTRICITY DEPARTMENT (Cont'd)

recommended for the annual procurement of sufficient new fire hose, as the older hose is constantly deteriorating beyond the point of safety.

In the Auxiliary Fire Protection System, commonly known as the High Pressure System, the department has a very valuable medium of protection and its mains should be extended into the districts not heretofore provided with these mains.

The Committee recommends that the Fire limits which remained unchanged since 1906 be extended.

The Fire limits provide that property destroyed more than 50% in the district be eventually replaced with fire resistant construction and not wood or frame.

The Committee concurs with Fire Chief Walsh in his program for the replacement of outmoded and ancient fire houses and equipment.

Your Committee feels that the conduct of the affairs of the department is in competent hands, the personnel is efficient, well trained and willing at all times to discharge the full measure of its obligations. The equipment is, with few exceptions, adequate and well maintained and the department on the whole is worthy of the complete confidence of the public, and the Committee expresses their appreciation to the Chief and the Commissioners for their kind assistance and many courtesies.

Respectfully submitted,

ARTHUR E. HOLL, Chairman,

EDWARD R. BROWNE,

EUGENE S. ELKUS, JR.





10. HEALTH DEPARTMENT, HOSPITALS, LAGUNA HONDA HOME, HASSLER  
HEALTH FARM

At the very beginning it is desirable to point out that this Committee approached this duty with an open mind; that it had available for study similar Committee reports of previous Grand Juries; that all courtesy was rendered and that data requested were promptly submitted. Two statements both pertinent and timely must first be made in order that there be no misunderstanding and no misleading comments by an exacting public and press.

It is recognized that the time of this Committee is too short, and the efforts devoted to this study too few because of other conflicting duties. However, the Committee feels that despite those handicaps, it has some knowledge of the Health Department's activities and needs, and it proposes to state its mind without fear or favor.

The Health Department represents to the citizens a bulwark of safety against disease and disaster. As such, it must be maintained to the highest personnel efficiency, its institutions made available only to those for whom they were built by the taxpayers, and their equipment and physical appearance kept beyond reproach no matter the cost or effort. This is only being partly done. This brings at present the Committee head-on for comment on the Department's management.

The present Health Director began his duties in October, 1931, and so becomes the city's oldest official in term of office. Fortunate as San Francisco has been in this choice, it must be recalled this official was appointed by fellow physicians, and not by the City Hall. To the President of the San Francisco County Medical Society this Committee asked for an opinion, which is directly quoted:

"For many years it has been a source of great satisfaction to the medical profession that San Francisco has a man of Dr. J. C. Geiger's stature as our Director of Public Health. I feel sure that all of our citizens are of the same opinion. Internationally recognized as an outstanding authority in public health matters, Dr. Geiger has built up a Health Department here which is second to none.

WILLIAM L. BENDER, M.D."

This tribute quoted above should never be forgotten by all citizens. In view of this, the Committee hesitates to add further praise, but insists that an official of this type should not give his very all for so long without due and complete recognition.



10. HEALTH DEPARTMENT, HOSPITALS, LAGUNA HONDA HOME, HASSLER  
HEALTH FARM (Cont'd)

Let us look at the record, and offer a modicum of criticism:

DEPARTMENT OF PUBLIC HEALTH EXPENDITURES

JULY 1, 1949 - JUNE 30, 1950

Preventive Public Health		\$1,979,516.
Laguna Honda Home	\$1,687,370.	
San Francisco Hospital	4,448,017.	
Emergency Hospitals	483,611.	
Hassler Health Home	<u>526,091.</u>	7,145,089.
Private Hospital Care (Indigents)		25,777.
Crippled Children Program		102,001.*
Burial Indigent Dead		28,150.
Plumbing Inspection		62,941.
Disposal Dead Animals (Streets)		5,400.
City Physicians		<u>50,267.</u>
	TOTAL	<u>\$9,398,141.</u>
* Plus State Funds		
Crippled Children	\$92,524.	
Rheumatic Fever	<u>22,673.</u>	
	\$115,197.	

REPORT FOR SAN FRANCISCO - 1950

Rates expressed in this report are based on the official count - 760,400, furnished by the recent census. The corresponding rates for 1949, where given, have been corrected to this figure. Totals given for 1950 are all estimates and serve only to indicate existing trends.

If the present trend continues, both births and deaths for 1950 will show lower totals than for last year; the estimated rates being 24.4 and 12.5 per 1,000 population respectively, for this year, as compared with the corresponding rates of 25.3 and 12.8 for 1949.

The estimated infant mortality rate for 1950 of 23.8 per 1,000 live births establishes an enviable record. The steady decline in this rate over many year, reflects credit upon the many public health programs operating in behalf of maternal and child health. A new health center just opening to serve the Marina-North Beach area is one of seven such centers offering service to mothers and infants. Although well distributed, there is still further need for new centers, that this particular service may be provided in all sections of the city.

A gratifying reduction in the reported incidence of communicable diseases is evident for the year. To date record has been made of 10,623 cases of reportable diseases, nearly 4,000 fewer cases than the 14,575 reported last year in the same period. The record also shows the fact that no major epidemics of acute communicable diseases have occurred.

The fact that 736 cases of tuberculosis have been





10. HEALTH DEPARTMENT, HOSPITALS, LACUNA RONDA HOME, HASSLER  
HEALTH FARM (Cont'd)

reported this year to date as compared with 874 in the corresponding period of 1949, does not in any way minimize the effectiveness of an active case-finding program, including chest X-ray and tuberculin testing in schools. In 1949 free chest X-rays were given to some 105,000 persons. It is hoped that for the current year the figure may approach 200,000. Mention should be made of the splendid cooperation of labor organizations and others to include groups of their membership in these X-ray surveys. The decline in the death rate from tuberculosis from 36.6 per 100,000 population in 1949 to an estimated 25.1 this year suggests the possibility that by these vigorous case-finding procedures, patients are brought under treatment and care early enough to make effective progress toward recovery.

Heart disease and cancer continue to show a steady rise and retain their places as ranking causes of death. Estimates for 1950 give a rate of 481.2 per 100,000 population for heart disease, 225.9 per 100,000 for cancer. It is not difficult to understand how more and more these claim the attention of public health officials. The work being done with rheumatic fever cases through the crippled children's services is an important step in attempting a solution of the many problems presented.

THE CENTRAL OFFICE - 101 GROVE STREET

This group of city employees is the heart of the Health Department, for they meet the public; future plans and aims stem from here, and there is housed many important functions, including the Central Emergency Hospital. It is here, too, we desire to level our criticism.

During the Committee's term of office, certain criticisms, especially by interested labor groups, have been offered of the management of personnel. There appears to be some justification for this criticism, and its solution is mentioned in these recommendations.

A brief study of the Division of Communicable Disease shows many gains, but its part-time management leaves much to be desired, and should be corrected.

The number of public health nurses does not meet accepted population requirements, and the addition of these from School Department budgets which has occurred in recent years is deplored. The Department of Health only should handle the health of school children.

The Crippled Children's fund, some of which is supplied by the State, is never sufficient, and creates hardships. The suggestion is made that the State Legislature re-examine these tax requirements and include cases of poliomyelitis.

The lack of Director of Laboratories is glaring and inconsistent with good public health practice.

A study of the recent flurry in the Inspection Division indicates no wrong-doing whatever except violation of Civil Service rules. There is increasing need of a sanitary engineer versed in smog and other gases control, and in industrial problems. The milk and meat and plumbing inspection divisions are generally efficient, though their personnel is limited. Cognizance is taken of efforts to place these divisions in other city and state departments, but caution is urged, and further study needed rather than taking snap judgment.

The Infant Welfare Centers should be increased by at least one more, for their worth to the health of the city is manifest.





10. HEALTH DEPARTMENT, HOSPITALS, LAGUNA HONDA HOME, HASSLER  
HEALTH FARM (Cont'd)

The control of tuberculosis is well known, but without the assistance of the San Francisco Tuberculosis Association the results would not be as good as they are. More and larger chest X-ray surveys are needed, but this means more hospital beds, more follow-up nurses, and so more nurses. City, County, State and Federal governments never seem to recognize these salient facts and appropriate the money intelligently. It gives money for one and leaves another important factor out entirely.

Venereal Disease control is another misunderstood function of government. A good job is done in San Francisco, as the rate goes down and so does the budget for control. These personally acquired diseases have never ceased to exist since biblical times. Caution is urged here in cutting appropriations.

A synopsis of the last report of the Health Director is quoted verbatim, because of its timely importance.

"MEDICAL DISASTER PREPAREDNESS IN SAN FRANCISCO

The city of San Francisco has been fully aware of sudden and widespread catastrophic occurrences since 1906. In fact, its public hospital system has been built around the supposition that repeat performances are possible and probable, but by the same token hoping that its citizens may never face again such hardships of destruction, injuries and death. To this end, ordinances exist creating measures for taking steps of preparedness, these measures to fully include departments of city government such as fire, police, public health, public works, public welfare, etc., with the Mayor initiating all steps for preparedness, calling of meetings of department heads and declaration of Emergency if and when necessary. Specifically, the three departments ordinarily brought into action first are the fire, police and health. The health department is herewith discussed because its functions include Emergency Hospitals - 6 in number, radio equipped ambulances - 15 in number, and a trained and efficient personnel of physicians, nurses, stewards and drivers, on 24 hour service duty. There is also included a first class general hospital of 1500 beds, and another institution of 2000 beds for chronic diseases. It is true that the General Hospital, known locally as the San Francisco Hospital, runs to almost daily capacity, but there are certain wards for emergency service.

To plan for any emergency over and above those considered ordinary for injured persons, certain arrangements must be made, and services rendered by private hospitals. Such arrangements have been concluded. Namely, they include for an ordinary disaster, the placing aside of 10% of its bed capacity and the activation and staffing of emergency treatment facilities. In addition, dispersal of medical emergency care must be made for areas not now available by the regular Emergency Hospital Service. Therefore, 6 area stations have been set up, in school buildings, and fully equipped. The problem of staffing these has been solved by cooperation of physicians of the San Francisco County Medical Society, the detailing of public health nurses, and the training of certain volunteers. This must mean frequent meetings for planning and the Central Committee of the Health Department includes representation of its various divisions, such as communicable diseases, food inspection and laboratory, other members being from the Medical Society, the local Red Cross Chapter, local Blood Banks and hospitals.

It is fully recognized that the threat of war with





10. HEALTH DEPARTMENT, HOSPITALS, LAGUNA HONDA HOME, HASSLER  
HEALTH FARM (Cont'd)

bombing is entirely another matter, especially if this threat is atomic in nature. Further, the atomic bombs have changed their nature too, increasing their destructibility and death, if public utterances are correct. Certain knowledge, however, of past bombings is available. Likewise, are data as to over-head and under-water bombing, and the type of injuries to be observed.

Perhaps all of these bombings will affect water and food supplies, and render rescue exceedingly difficult in the areas directly hit by bombs, or affected by their residual products. The treatment of major atomic injuries is still in doubt in many phases and conditions, but these are being fully discussed by physicians of the San Francisco County Medical Association. Moreover, the County Medical Society General Committee has spread its activities through small sub-groups and certain special procedures, such as cooperation of outlying Blood Banks, treatment for burns, blast and atomic injuries. Further, a survey has been made of all outlying building structures for possible hospital purposes.

If enemy action by bombing ever occurs again, certain key cities to our national economy and defense are sure targets, and it behooves the civic authorities to study, prepare and plan along national lines. For no one city so concentrated as San Francisco could immediately cope with the resulting thousands of injured, and their evacuation. Wind currents carrying contaminated particles may be widespread. The use of atomic detection precision instruments, such as the Geiger Counter, must be made known to many workers, and some Health Department employees have been so trained. In other words, atomic warfare must be met with all the available knowledge, as to bacterial warfare, for it is felt that areas with well trained health department personnel can meet this threat readily and probably effectively."

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LAGUNA HONDA HOME

In the Committee's survey of the Laguna Honda Home certain improvements became obvious. From our notes, these are summarized:

1. An addition to the present building to provide adequate refrigeration for the storage of milk and cooked foods, to provide suitable vegetable preparation rooms and a new room for handling of garbage from the main kitchen. This item was requested in the current budget. However, the amount was reduced so that this work cannot be undertaken this year. It is estimated that the cost will be approximately \$150,000.
2. New hot and cold water lines in the ambulatory section and the replacement of the present lavatories. These units are unsafe owing to the fact that it is possible for back siphonage to occur, the water inlet to the fixtures being below the water level in the bowls. This work would have to be done on a progressive basis, that is, one building at a time, the estimated cost being between \$250,000 and \$300,000.
3. Revamp old infirmary building including the necessary kitchen equipment, refrigeration, dining room equipment and suitable furniture for the three vacant ambulatory wards in this building. The purpose of this rehabilitation is to permit





10. HEALTH DEPARTMENT, HOSPITALS, LAGUNA HONDA HOME, HASSLER HEALTH FARM (Cont'd)

the transfer of the occupants of three ambulatory wards in the main building to the old infirmary and the reconversion of the present ambulatory wards to hospital occupancy. This will necessitate both electrical and steam work in the main building to provide for steam for instrument sterilizers and bed pan sterilizers in the three wards to be vacated in the main building. It is estimated the cost would be somewhere in the neighborhood of \$600,000.

4. Provide bedside lights and a signal cord system not now available in K & L and E & F hospital wards. This deficiency has been noted by the inspectors of the State Department of Public Health in the survey of the Laguna Honda Home, and will be enumerated in their survey. It is estimated that this electrical work will run approximately \$35,000.

HASSLER HEALTH HOME

In the Committee's survey of the Hassler Health Home certain improvements became obvious. From our notes, these are summarized:

1. The number of chronic positive patients has been gradually increasing in the fifth and sixth decade group. They have enough involvement so that they will, with rare exception, always be a charge on the indigent roll. For this reason, the building now occupied by the School for Spastic Children should be converted to a domicile for this type of patient.
2. The present policy of the Civil Service Commission in requiring Hassler Health Home to turn over every 90 days its non-civil service personnel is very difficult to administrate. It does adversely affect the quality of care of patients and the operation of the plant. Permanent personnel grumble that they must break in a new employee every 90 days. This is especially true of the kitchen and dining room personnel. In addition to this, it requires clerical employees to expend more than one hour of time on each new employee taken, and the discharge of the one he replaces. Also, there is considerable work required of the room janitor in changing linens and cleaning the room in the dormitory for each change of employee. Unless the Civil Service Commission corrects this procedure, many non-civil service employees will leave, with replacements who are not nearly as good. Many such changes have already been made. It does not make sense.
3. Wards 1, 2 and 3 are about 23 years old, and the plumbing installations, and electrical wiring are in very poor condition, requiring frequent repair or replacement. They are, and will continue to be, more expensive as time goes on, because of repeated repair needs. They should be remodeled and made capable of housing more patients by moving partitions and making two and four bed sections. Most important of all, new plumbing lines and fixtures, as well as electrical wiring and fixtures, should be installed.
4. The laboratory should be moved to the basement of ward 4 or 5B so that office space for the Staff Physicians could be made. At present, the Conference Room is the only place that Staff Physicians and Internes can work. Installation of the Clinical Laboratory in the basement of one of these wards will require considerable remodeling of that area.
5. More bronchoscopic equipment is needed; about \$300 will cover this item. Additional X-ray Cassettes, 14" x 17"





10. HEALTH DEPARTMENT, HOSPITALS, LAGUNA HONDA HOME, HASSLER HEALTH FARM (Cont'd)

and 8" x 10", and a new fluoroscopic screen are needed. Several wheelchairs and several carts for nourishment transportation are needed.

6. One 12,000 lb. truck with hydraulic loading tailgate is necessary to replace the present 1936 truck.
7. The female dormitory building should be repainted inside.
8. If the shortage of beds in the San Francisco Hospital and Hassler Health Home, as recorded in October, 1949, continues at the present time, it may be necessary to recommend the erection of a 250-bed unit building with auxiliary sections.

In the Committee's survey of the San Francisco Hospital certain improvements became obvious. From our notes, these are summarized:

TO COMPLETE REMODELING OF SURGERY - \$60,000.

Approximately \$40,000. has been given to remodel surgery, but if the department is to meet the minimum standards, this additional money is necessary.

CENTRAL SUPPLY BUILDING - \$220,000.

This building will bring under one roof all the varied hospital supply functions. The saving to the City in better handling and maintenance of surgical equipment alone will more than repay the original expenditure.

REBUILD LINEN SUPPLY ROOM - \$5,000.

Adequate space for the proper control and distribution of the enormous linen supplies consumed by the hospital has never been available.

MODERNIZED DIET KITCHENS AND UTILITY CLOSETS, MAIN GROUP, \$100,000.

The diet kitchens were originally designed to feed ambulatory patients; conversion is a necessity if they are to serve properly prepared and heated food to the patients. The present utility closet is a combination with the nurses' toilet. That this is unsanitary is the least of the many criticisms of this arrangement.

FIRE SURVEY PROJECTS - \$100,000.

This includes the items listed in the Fire Department Report dated July 5, 1949. These projects must be done if they are to meet the minimum requirements of the Fire Prevention Bureau.

REPLACE REFRIGERATORS, BUILDINGS 2, 3 and 4 - \$18,000.

Normal replacements of worn out equipment.

WINDOW SCREENS - ALL BUILDINGS - \$15,000.

Adequate sanitation cannot be supplied if even a portion of the more than five thousand windows are not screened. At the present time screens in surgery, morgue, pathology and the animal room are completely inadequate.

RENEW RISERS AND LATERALS, STEAM AND RETURN LINES - \$205,000.

This is a continuing project of routine replacement in our thirty-five year old buildings.

MODERNIZE ELEVATORS - \$350,000.

This is a continuing project to replace worn out and inadequate elevators.

REPAIR ROOFS, LEADER PIPES AND GUTTERS - \$62,500.

This is a continuing project to replace and repair corroded drains and gutters.





10. HEALTH DEPARTMENT, HOSPITALS, LAGUNA HONDA HOME, HASSLER HEALTH FARM (Cont'd)

MODERNIZE LIGHTING AND POWER CIRCUITS - \$136,500.

These projects will complete the modernization and change-over to alternating current following installation of the new turbines.

COMPLETE TWO WARDS, MATERNITY BUILDING - \$50,000.

This will complete the establishment of the maternity building as a female pavilion and will allow adequate relief to the over-crowded condition in our male wards, main group.

PURCHASING PROCEDURE CORRECTION.

Recently the Purchasing Department is insisting on a six-months' inventory of drugs. There are constant arguments with the Purchasing Department as to the size of drug orders that should be placed. At the present time the Hospital is holding approximately \$44,000 in requisitions because these requisitions will overdraw the Materials and Supplies Account by \$40,000. Unless an additional \$150,000 is supplied, the Purchasing should buy drugs as needed.

PERSONNEL REQUESTS (CIVIL SERVICE CORRECTION PROCEDURE).

A recent ruling of the Civil Service Commission has made the replacement of short-term absences an impossibility. Requests for these positions require a minimum of two weeks to clear the necessary channels. A careful study of hospital time rolls reveals that between 10 and 12 per cent of the employees are absent for reasons other than vacation or extended leave. This has created an unnecessary handicap which has been compounded by this recent civil service ruling. In the new budget attempts will be made to replace these absences by additional positions. A policy by the Civil Service Commission for short-term replacements should be speeded up so that these positions can be promptly filled.

CONSOLIDATED LABORATORY SERVICE - \$100,000.

Remodel unoccupied first floor space in Isolation Building to accommodate this service which will enable the hospital to do all the laboratory work in connection with the new chemotherapeutic drugs, virus studies and other modern clinical laboratory techniques. This hospital has an unique opportunity, when this is done, to better serve this community. It has, for years, been a clinical and teaching center far beyond the general public's comprehension.

In the Committee's survey of the EMERGENCY HOSPITAL SERVICE certain improvements became obvious. From our notes, these are summarized:

1. New Park Emergency to replace present obsolete hospital which is nearly a half century old.
2. Erect new Emergency Hospital and Health Center for Bayview District. This district has shown enormous population increase. City hospital distribution most inadequate. Recommend new hospital in vicinity of Third and Paul Streets.
3. Ambulance stations for Parside and Richmond districts. City population has increased a couple of hundred thousand since last Emergency Hospital (Alemany) was built. No effort has been made to keep pace with population growth as regards Emergency Hospital facilities. Recommend new station for Parkside in vicinity of 19th and Moraga; for Richmond in vicinity of 25th and Geary.





10. HEALTH DEPARTMENT, HOSPITALS, LAGUNA HONDA HOME, HASSLER  
HEALTH FARM (Cont'd)

4. Incorporate advanced design for ambulance in next specifications. At a cost of only \$700-\$800, this design would provide a mobile hospital and would revolutionize ambulance construction everywhere.

RECOMMENDATIONS

The Mayor, in his wisdom of budget making in 1950, appointed a medical and lay Committee to assist him. The lay part of the Committee was a grave error. But the Mayor did not go far enough, and certain mistakes were obviously made, as indicated by the vote of the people to establish two additional wards in the San Francisco Hospital, when the Mayor's Committee eliminated them.

This Committee recommends that the Mayor request of the San Francisco County Medical Society to appoint a Committee of Physicians trained in public health to study the Health Department and its future. This is so important, for the present Health Director is 65 years of age, and his retirement, which is comparatively imminent, should be made in keeping with his importance to the City, and a reasonable retirement pay granted, and a plan set up for requirements and training of a future Director.

This Committee does not foresee the creation of new positions, as always occurs in such surveys, but urges a study in elimination of positions by combining them, and makes the suggestions that the Assistant Director of Public Health be combined with the Director of Public Health, and the Director of Personnel and the Director of Tuberculosis possibly eliminated. The first position mentioned could be combined with the work of the Director, the second position changed to a high clerical position, and the third position combined with a full time Director of the Bureau of Communicable Disease.

The Institutions represent a problem. A previous Grand Jury did recommend their separation, and in this we concur. This should be an important part of the Mayor's Committee study. It is further hoped that the Mayor's Committee will set up rules for advice, and not dictation of procedure, from the City Hall to the Health Department's management.

This Committee has given due thought and consideration of a recommendation of a previous Health Committee as to the appointment of an Advisory Board of Health which is a Charter requirement, the appointment to be made by the Chief Administrative Officer for stated and divided terms. After careful review of the facts as brought out by the previous Committee, and listening to the opinion of disinterested persons, it is felt that the recommendations of the previous Committee of the Grand Jury is not substantiated sufficiently to demand that these appointments be made. In fact, this Committee feels that since it is a charter requirement, and is ignored because of attendant administrative difficulties, it does make the recommendation that there should be a Charter revision, and this be eliminated from the Charter.

Respectfully submitted,

WILLIAM H. AHERN, Chairman,

GARDINER BLACKMAN,

ANTONE ZIETICH.





## 11. EDUCATION, SCHOOLS, LIBRARIES.

The San Francisco School Department under the leadership and guidance of Dr. Herbert C. Clish is making an outstanding record in the field of Public School education throughout the United States.

Your Committee has called on Dr. Clish on numerous occasions. At its first meeting, Dr. Harold Spears, Assistant Superintendent of San Francisco Public Schools was present. We were informed of various phases of the school department program and given an overall picture of its activities. As laymen we were very much impressed with the width and scope of this entire program.

### SCHOOL ADMINISTRATION HEADQUARTERS.

One of the present needs of the School Department is a new Administration Building. The situation, as it now exists, makes it extremely difficult for the Superintendent to keep in touch with the departments under his supervision, scattered as they are in various locations. Also, the Civic Auditorium should be cleared of all its tenants and completely renovated. The primary purpose of this building was to house conventions, exhibits and displays and the space occupied by numerous departments defeats this purpose. The Board of Education is to be commended for ordering a study made to correct the situation.

### REORGANIZATION AND BUSINESS DIVISION.

Reorganization procedures have been and are being continued to be developed in the Business Division of the School District. This gives to the members of the Board of Education and citizens of the community detailed and easily understandable facts about the manner in which public funds for education are being controlled and expended.

### NATIONAL SAFETY COUNCIL.

The National Safety Guide for Shop Teachers which the School Department developed received an award from the National Safety Council and individual awards to many individual members of the school staff. Since this program has been put into effect, a substantial reduction in accidents has resulted in school shops.

### SCHOOL BUILDING PROGRAM.

The Grand Jury was interested in the progress being made in the school building program. After conference with the School Department officials and studying materials available in reports made by the Board of Education, the Education Committee of the Grand Jury reports that, despite the present unsettled conditions due to the international situation, satisfactory progress is being made in the school building program.

Because of the necessity of meeting very strict fire, safety and earthquake regulations of city and state codes, the construction of school buildings requires considerably more time than the erection of a building by private interests. This is very clearly understood when one studies the Flow Chart which shows the many steps that are necessary from the time of the inception of the bond issue until the completed school building is accepted by the Board of Education. It will be noted that approximately fifty steps are involved.

Concerned about the number of steps and the time involved, the Board of Education requested the administrative staff and the legal adviser to investigate the matter of whether or not the number of steps and the time might be shortened. It was the opinion of the legal adviser that all of the steps taken were either required or necessary in order to develop the most functional type of school building. This latter point is exemplified in meeting with classroom teachers and school administrators, and securing their co-operation





## 11. EDUCATION, SCHOOLS, LIBRARIES.

in reviewing, amending and approving the plans in their preliminary stages in order to make possible the best teaching conditions. The Bond sum of \$48,890,000 voted by the people has been tentatively apportioned by the Board of Education in the following manner:

Elementary Schools	\$ 21,152,000
Junior High Schools	8,975,000
High Schools	3,250,000
City College	2,500,000
Vocational Institute	1,675,000
Equipment	3,140,000
Warehouse	1,500,000
Rehabilitation of existing plants	5,000,000
Contingencies	<u>1,698,000</u>
	\$ 48,890,000

Tentative allotments were then made to specific school projects. For instance, the sum of \$1,010,000 was allotted for the construction of the Ulloa School in the outer Sunset District. Of this tentative allotment, the sum of \$912,540 was appropriated as the cost of construction of the building, and the balance of \$97,460 is to care for the fees of the architect, the City Architect's fees, inspection costs and the State Architect's fees. In several instances where the preparation of the site was to be above normal in cost, an extra sum was set aside for this purpose.

The question might be raised as to why a sum such as \$270,000 for the junior high school at 14th and Santiago Streets was necessary for site development. A search of the entire lower Sunset and Parkside area was made for an adequate site for a junior high school. The Board was confronted with the alternative of spending a sum to develop vacant land to make it usable for a school site, or to purchase approximately one hundred homes in an adjoining two block where the cost for the property would run considerably higher than the cost necessary to purchase and develop the vacant site, and it was the purpose of the Board, wherever possible, not to disturb large numbers of home owners, under the school construction program.

At the time the school bond issue was proposed to the citizens, it was stated that it would be a five-year building program. It was developed in co-operation with City departments so that the school district program might gear into the overall planning of the City, thus enabling the funds for school building to be expended in the most efficient manner possible. It would be impossible, and if possible, unwise to submit all thirty school projects for construction at one time because of the limited number of contractors who were able to bid on these projects along with other construction projects of the City and for private interest.

The administration of the schools is to be commended for the desire and attempt to develop a building program that would be both functional and economical.

Attached hereto is a chart that shows that architects have been appointed on all but two of the projects, the estimated dates for the starting of construction and that the construction dates are so timed that the last of the buildings will be completed within the five year period, barring unforeseen conditions.

With the advent of the inflationary spiral in building costs, the Board of Education is to be commended for its insistence upon a modification in building plans wherever such could be made that would not sacrifice the educational program to be offered the children but would enable the School District to build, if humanly possible, all of the schools promised the citizens at the time the bond issue was submitted to them. This was accomplished by eliminating individual auxiliary facilities and combining certain facilities such as a combination auditorium and community room, or a combination





## 11. EDUCATION, SCHOOLS, LIBRARIES.

cafeteria and community room. In this way, the schools are not being deprived of any needed facilities but rather being given them as combination features.

### OATH OF ALLEGIANCE.

Two years ago a loyalty oath was proposed in the State Legislature to apply to teachers only. This was opposed by educators because it was felt that they would be suspect as to their loyalty if teachers were singled out from the whole body of public employees. When the Levering Act was passed by the Legislature it applied to all public employees, including teachers, and there was no reason why teachers, as public employees, should then be excluded from the provision of the act. It is true that at the time that teachers secure their State credential, they do take the following Oath of Allegiance

swear

"I solemnly affirm that I will support the Constitution of the United States of America, the Constitution of the State of California and the laws of the United States and the State of California, and will precept and example, promote respect for the Flag and the statutes of the United States and of the State of California, reverence for law and order, and undivided allegiance to the government of the United States of America".

Since, in taking the above oath, teachers affirm or swear to support the laws of the United States and the State of California, the Levering Act which is now a law of the State of California must be observed.

### CHILD CARE PROGRAM.

The Child Care Program in San Francisco operated as a part of the State Child Care Program was born of the emergency of World War II. To this date no local taxes have been levied for the support of this program. It is true that some of the conditions which made the Child Care centers necessary during World War II continued after the cessation of actual hostilities. Because of the present international situation, need for Child Care centers is even more evident. In San Francisco, the cost of the Child Care centers has been met by a 70% contribution from the State and a 30% contribution from parents' fees. In addition, a statewide means test has been applied to all who seek to use the Child Care Centers. This means test restricts the use of the facilities of Child Care centers to families of limited income based upon income in relation to size of family. It has allowed exemptions in the cases of registered nurses and school teachers. These two groups, however, were required to pay the full cost per child as set by the State.

In San Francisco, the cost per child during 1949-50 for the nursery group, two years of age to kindergarten amounted to \$857.79. The cost for a school age child who attends Child Care Centers at the time school is not in session is \$535.50. These costs are compared to the per capita cost for the elementary school child of \$258.83. In light of these facts it is apparent that the School District budget cannot be expected to assume the cost of operating these Centers. If they are to continue, the funds must continue to come from the State treasury and parents' fees. In this way the Centers may be continued and the evident social need met.

Attached hereto is a guide chart of School Building Projects.





# 11. EDUCATION, SCHOOLS, LIBRARIES.

## SCHOOL BUILDING PROJECTS

### ESTIMATED DATES OF STARTING CONSTRUCTION.

<u>PROJECT</u>	<u>NAME OF SCHOOL</u>	<u>ARCHITECT</u>	<u>ESTIMATED DATE OF STARTING CONSTRUCTION</u>
67	Noriega	Meyers and Evers	March, 1950
62	Santiago & 42nd	Clark & Bouttler	" "
6	Hillcrest	W. P. Day	" "
26	Sunset Reservoir	A. W. Johnson	June "
33	O'Connell Vocational	Dodge Reidy	" "
1	Ulloa	A. F. Roller	August 1950
15	Fremont	Hertzka & Knowles	Sept. "
3	Miraloma	Maston & Ford	Dec. "
59	Ocean View	Cantin & Page	Jan. 1951 Bid Rejec
24	Patrick Henry	W. D. Pough	Feb. "
35	Geo. Washington	Milton Pfeuger	March 1951
17	Silver Avenue	W. D. Pough	" "
5	Sunset "A"	Ward & Bolles	" "
31	Abraham Lincoln	Weihe, Frick, Kruse	April 1951
2	Sunnydale	Spencer-Andros	" "
10	Bret Harte	Hobart-Kerr	May 1951
12	Twin Peaks	Kirby-Mulvin	July 1951
29	Delta & Wilde	A. W. Johnson	" "
22	Geary	J. A. Riddell	" "
23	San Miguel	Mario Ciampi	Aug. "
21	Douglas	Cantin-Page	" "
25	Comm. Stockton	Angus McSweeney	Sept. "
32	Girls High	Trudell-Berger	" "
14	Hoover, Jr. High	Ernest J. Kump	Oct. "
4	Lakeside	Clarence Mayhew	" "
20	Lake Merced	John Reid	" "
7	Sunset "B"	Stone-Mulloy	Nov. "
34	City College	Milton Pfeuger	Dec. "
99	Giannini Jr. High	Thomsen-Wilson	" "
18	Burnett	Meyers-Evers	April 1952
16	Ridgepoint III	Haas	May "
19	Starr King	Blanchard-Maher	June "
11	Candlestick	Wurster-B & E.	July "
30	Franklin	E. J. Kump	Dec. "
8	Burbank Jr. High	Gardner Dailey	April 1952
27	Ridgepoint I	Architect not appointed	
28	Ridgepoint II	Architect not appointed	

## ADULT EDUCATION.

The San Francisco Public School System includes in its curriculum an extensive program on adult education

Training of War Workers

First Aid

an extremely diversified course of study distributed throughout many educational centers in the City.

### I - TRAINING OF WAR WORKERS.

A stepped up program is now in operation. The School Department keeps in touch with both employer and Armed Forces, findi their needs as they develop for established courses, and is ready at 24 hours notice to furnish other courses desired.





## 11. EDUCATION, SCHOOLS, LIBRARIES.

### 2. FIRST AID.

The School Department of San Francisco conducts first aid courses throughout the community. The greatest source of instructors for the Red Cross comes from the School System where teachers have participated to an astounding degree.

The following is a general report on Adult Schools from the Co-ordinator of San Francisco Schools, Dr. E. D. Goldman:

"The revised program of adult education began in 1945 with the appointment of Dr. Redford in August of that year. As requested, I submit the following data concerning the adult schools:

Number of adult schools (as of November 17, 1950).....	4
Number of teaching locations (as of November 17, 1950).....	155
Number of subjects taught (as of November 17, 1950).....	275
Number of students in attendance (1949-50).....	92,350
Units of A. D. A. (1949-50).....	5078.23

It should be understood that where we mention students in attendance that the figure refers to all adults who attended one or more classes in adult education. Many adults will attend a short series of lectures and will of course be counted as part of the adult attendance. Others will take courses that will last as long as a year or more. Your co-ordinator believes that he would be safe in saying that not less than 40,000 adults are in constant weekly attendance in the adult schools of this city."

### DEVELOPMENT OF COURSE OF STUDY IN TEACHING MATERIALS.

Nation wide attention has been directed to a series of booklets on San Francisco which have been prepared by the School Department as teaching material. These booklets have been designed for the elementary grades to better acquaint children with their city. They are to be followed by another series for the upper grade.

The Elementary School Citizenship Guide received a top national award from Freedoms Foundation at Valley Forge, Pennsylvania. A medal and a valuable collection of books were sent to the San Francisco School Department in appreciation.

Your Committee has been very much impressed with the picture the San Francisco School Department presents today. We cannot commend too highly the vision of the present Superintendent of Schools Dr. Herbert C. Clish, and his ability to put his constructive ideas into practice.

We are also of the opinion that he has an able and conscientious assistant in the person of Dr. Harold Spears.

We also wish to commend the Board of Education for their splendid co-operation with the superintendent's office and for making every effort to bring to the children of this city the result of well thoughtout plans to raise the quality of the school system of San Francisco to the highest possible degree.

### PUBLIC LIBRARY.

The Library Committee of the Grand Jury desire to submit the following report and recommendations in connection with the operation of the Library Department.

The year 1949-50 has been one of increased activity for the Library Department. As of December 31, 1950, the Library Department's holdings numbered 627,906 bound volumes, and 350,000 un-





## 11. EDUCATION, SCHOOLS, LIBRARIES.

bound items. Statistically the activities of the library show that approximately 12,000,000 people visited the Main Library and branches throughout the year, that over 3,000,000 books were circulated for home use and that 157,000 borrowers used the library's facilities.

In conducting the survey the Committee was particularly interested in the functions of the Reference Department. The particular strength of the Reference Department lies in its vast holding of essential sources so necessary to the finding and interpreting of factual material and putting into operation the vast collection in the central library. During the year this basic source of strength has been developed and augmented by numerous additions and continuations, creating a new high percentage in its present development. Due to the continued opening up of foreign markets many titles withheld or unsupplied during the war years have again become available, and have filled in sets and current wants. Consignments from Europe, Asia and Australia have materially aided the work during the past year.

We ascertained that there has been a substantial increase in the field of business, graphic arts, science and technology art, world and local history. In the latter field the centennial years have made new demands on this ever-fascinating subject.

San Francisco's basic plan for coping with atomic disaster has frequently been sought by the public generally and by outside communities. The war in Korea has produced a returned consciousness on the part of civilians with regard to the Far East, its topography and living conditions.

The two telephones at the Reference desk are kept busy most of the day. It has been estimated that approximately 80,000 telephone calls are received annually by the Reference Department requesting information on all kinds of subjects. While many official counts have been kept and submitted in previous reports, regarding the telephone inquiries checked as to type, perhaps the best index to this facet of reference service lies in the observation of the City Hall Exchange operators, who have repeatedly stated that the Reference Department lines are the busiest in the entire city system. For some years the Library Department has endeavored to obtain its own telephone exchange service, which would provide more efficient service to the citizenry. However, because of the exigencies of the moment this item has been deleted from the budget. It is the recommendation of the Grand Jury that the City Administration give consideration to this request in the department's budget for the next fiscal year.

The Grand Jury Committee studied with keen interest statistical charts showing the budgets for the Library Department over a ten year period. These charts clearly showed that the library budget has remained practically constant over the past ten years, with the exception of salaries and retirement allowances. These are mandatory items in the department's budget and are effective through the salary standardization provisions of the Charter with respect to salary increases and to the charter amendment voted by the people in connection with retirement allowances. All other appropriations have remained practically the same and in some instances have been decreased over this ten year period.

The Grand Jury Committee wishes to point out a few salient points, in connection with the library's budget which affects the operation and maintenance as well as the type and caliber of service rendered to the citizens of this community.

1. PERSONNEL - Over a ten year period there has been only an increase of two employments in the entire library system, despite increased circulation, increased borrowers, and the fact that the library department has opened two new branch buildings, the Bernal Heights and West Portal Branch libraries. For a number of years nearly all the departments of the San Francisco library have been under-manned, which has resulted in a curtailment of service to the public to a minimum. In comparison with the standards set forth by the American Library Association San Francisco's library lacks the





## 11. EDUCATION, SCHOOLS, LIBRARIES.

equivalent of 43 plus full time employments, based on the population figure of 760,381 recently released by the Bureau of Census. Comparing the number of employees of the San Francisco Public Library with those of comparable cities throughout the United States, we have determined that the number of personnel in the San Francisco System is the lowest.

The following statistics have been compiled covering professional, clerical and sub-professional, and building maintenance employees:

### PROFESSIONAL

San Francisco	84
Cleveland	290
St. Louis	80
Pittsburgh	84
Buffalo	85
Baltimore	178
Seattle	88
Boston	324
Milwaukee	108
Oakland	113
Los Angeles	247

### CLERICAL AND SUB-PROFESSIONAL

San Francisco	19
Cleveland	294
St. Louis	109
Pittsburgh	116
Buffalo	68
Baltimore	156
Seattle	45
Boston	135
Milwaukee	142
Oakland	51
Los Angeles	286

### BUILDING MAINTENANCE EMPLOYEES

San Francisco	17
Cleveland	94
St. Louis	60
Pittsburgh	77
Buffalo	25
Baltimore	60
Seattle	25
Boston	123
Milwaukee	35
Oakland	28
Los Angeles	57

The report of last year's Grand Jury outlined the fact that the Library Commission for many years, particularly in its budget for 1947-1948 had recommended major changes in its organization and the enlargement of the activities and functions of the Library Department. These recommended changes would include the creation of a Division of Art, a Documents Division, and a Supervisor of Children's Work. Unfortunately, these items were deleted by the Board of Supervisors although receiving the whole hearted approval of His Honor Elmer E. Robinson. The Grand Jury is happy to report, however that the Library Department has been able to commence on the formation of establishment of these divisions by closing two of its small branch libraries in the morning hours and bringing the professional personnel from these branches into the Main Reference Department to commence these important functions. It is the Grand Jury's recommendation that at the earliest possible time additional personnel be provided for the library department. It feels that in this new world of ideas, of fluctuation and change, the reflection of trends





## 11. EDUCATION, SCHOOLS, LIBRARIES.

moves sharply into focus, bearing an opportunity and conveying a challenge. There are constant demands for new channels of education and research and among those may be mentioned microfilm, the educational film and facilities within the library for a photostating service.

Just as soon as some continuity of staff is assured, a reorganization of the Library Department can be fully planned. This reorganization will envision an awareness of community needs and a design to reorient the collection, and to place emphasis towards the advantages and educational aspects of the library's service. Specific objectives for the future, we have learned, will include an enlarged business center, a fully equipped and indexed trade catalogue section and a microfilm library.

2. THE BOOK APPROPRIATION - Analysing the statistical chart presented by the Library Department the committee found that the library's book appropriation has been kept at approximately the same amount over the past ten years. It has ranged from \$65,000 to \$100,000 expended. In the current fiscal year the amount appropriated was \$100,000 for books and \$3,500 for bindery supplies. Ten years ago with a like amount of money the library was able to purchase over 61,000 volumes, whereas, in the current fiscal year the number of volumes which can be purchased will approximate 30,000 volumes. The result has been that the library has been unable to supply the demands of the public, and in recent months there have been numerous newspaper editorials, comments by library readers, letters to His Honor Elmer E. Robinson, and to the Library Commission criticizing the library because of its inability to provide books required by the citizenry. Because of the insufficient amount of money appropriated for the purchase of books a tremendous decrease in purchases has resulted, despite the fact there has been an increase in circulation and an increase in the number of borrowers. It should be pointed out that the main purpose of the Public Library is to supply books to the public, and unless sufficient funds are made available for this purpose the department fails in its ultimate obligation. One of the more important recommendations of the Committee would be that the administration provide a substantial increase in the book appropriation for the next fiscal year.

The Services of other Departments appropriation and the appropriation for the Materials and Supplies likewise have not been increased during the past ten years. In fact services of Other Departments appropriation has been decreased owing to the desire of the administration to keep the tax rate to a minimum. Consequently it has been necessary to delay all improvements and also the maintenance of the Main Library and twenty-one branches. The amount which has been made available merely covers, for the most part, the emergency repairs to the Main Library and branches. All of the city owned Branch Libraries are badly in need of painting, both the interior and exterior. Reports have been submitted showing that all of the roofs are in a deteriorated condition. It seems apparent to the Grand Jury Committee that it is good business to keep the physical plant of the Library Department in good condition. The Committee believes that adequate funds should be made available for the proper upkeep and maintenance of these library buildings.

Three important factors are essential for good library service, they are namely - personnel, materials, and physical facilities. The Grand Jury Committee feels that at the present time the library is in urgent need for enlargement and expansion of these three fundamentals. It needs branches to bring library service to the people in new districts in the city and districts now receiving service in inadequate quarters. It needs an addition to the Main Library Building as the stack area has now reached its capacity, it needs to establish new services which are recognized functions of a public library. Further, it needs additional personnel to man these functions and activities and to give proper and more efficient library service to the people of San Francisco.





## 11. EDUCATION, SCHOOLS, LIBRARIES.

The Committee is happy to report that two branch libraries - the Parkside and Potrero Branches are under construction - which will be completed early in 1951. Plans and specifications are being drafted for a library in the Marina District, and the Library Commission is endeavoring to obtain a site for a branch library in the North Beach District. It is interesting to note that these two branch libraries now under construction are the third and fourth branches to be constructed from city funds. The other two branches were the Park Branch, constructed in 1905, at a cost of \$27,000 and the Anza Branch, constructed in 1931, at a cost of \$51,000. All other branch libraries in the system were constructed through private benevolence, with the exception of the West Portal and Bernal Heights Branches which were constructed with the W.P.A. funds. The overall library building program calls for the construction of 18 branch libraries for various districts throughout the city, and an addition to the Main Library building. The cost of the entire building program will approximate \$3,000,000. As has been recommended by former Grand Juries and Citizens' Committees, this Committee also feels that the branch building program should be financed through budget allocation over a period of years, and that the Main Library addition should be financed eventually through a bond issue.

The Committee also wishes to point out several improvements which have been accomplished during the past year. They are the installation of a modern charging system - the recordak photographic charger, centralization of the Main Library's charging system at the exits of the building, and the relocation of the Registration, Information and Book Return Departments to the Main Floor. Installation of the Recordak Charging System at the exits of the building insures speed and accuracy in issuing books for home use. Economically also this was a sound move since it absorbed many man power hours which were diverted to channels sorely needing the services of professional librarians. This system maintains a complete control of the library's entire librarians. This system maintains a complete control of the library's entire book collection, and it is estimated that it will eventually save many hundreds of dollars annually in the loss of books.

The relocation of the Registration and Book Return Departments to the first floor enables borrowers to transact much business on the ground floor without having to go to the upper levels. The handling of books will be speeded up as books can be sent by truck immediately to their respective departments. In prospect, we understand, is a complete reorganization of the Circulation Department on the second floor. The installation of a conveyor system will more rapidly bring the books from the stacks to the general public with the establishment of a reference research service in order that the citizenry may receive more specialized service in obtaining the information they seek. These improvements are but the beginning of the Library Departments Plan to streamline the Public Library System. Conditions today are changing rapidly and the modern up-to-date library must move with the times. Older methods, slow procedures, moss-back ideas must make way for efficient public service. Intelligent book selection, adequate repair and bindery, space and storage, augmented services, liberalized rules for registration are all an intricate part of the movement to strengthen the Public Library System in San Francisco, in order to give the citizens of the city the very best in modern library administration.

The budget of the library department for the current fiscal year amounted to \$824,007 which is a little more than \$1.09 per capita. This amount is considerably below the standards recommended by the American Library Association. The American Library Association standards for Public Libraries are as follows:

For Minimum although inadequate library service	- \$1.50 per capita
For reasonably good service	- 2.00 per capita
For superior service	- 2.50 per capita





11. EDUCATION, SCHOOLS, LIBRARIES.

In concluding the report of the Grand Jury Committee, we wish to stress two important improvements which would add much to the administration of the department and give the citizens of San Francisco more efficient and adequate library service. First, an increase in personnel, to bring the San Francisco Public Library at least to a comparable position with other libraries in the United States and second, an increase in the budget of the Library Department particularly with reference to book appropriation. It is therefore the Committee's recommendation that the City Administration give very careful consideration to the requirements of the department and that an increased budget be allowed in the next fiscal year.

Respectfully submitted,

MISS MARGUERITE DOWNING, Chairmar

ALVIN F. DERRE,

WILLIAM J. RAFFETTO.





## 12. JUVENILE DEPARTMENT

We herewith submit the report on the Youth Guidance Center at 375 Woodside Avenue, San Francisco, which is the result of a most careful study and investigation by the 1950 Grand Jury. We request that all newspapers make this available to the public in its entirety, so that it may be read by all citizens. We further state that we are submitting copies of this report to the Mayor, to all members of the Board of Supervisors, to the Judge of the Juvenile Court, and to all members of the Juvenile Probation Committee.

The recommendations and findings, as hereinafter set forth, are the result of considerable research, consultation and study by individual members and groups of the Grand Jury with recognized authorities upon the subject of juvenile care, and the studying of reports and recommendations of national and state authorities. These recommendations and findings are not to be construed as personal opinions, but recordings of facts.

### RECOMMENDATIONS

1. We recommend that there should be a change in the law to make the Chief Probation Officer subject and responsible to the Juvenile Probation Committee and the Judge of the Juvenile Court, and we request the legislative representatives of the City and County of San Francisco to institute immediate action toward the accomplishment of this recommendation. This can be accomplished by amending Section 662, Division 2, Part 1, of the Welfare and Institutions Code and the Laws Relating to Social Welfare, October 1949, State of California, to read: "Population in excess of 400,000," instead of as written, etc., etc.

2. We recommend that immediate changes be made in the Juvenile Probation Committee removing inactive and disinterested members and replacing them with the appointment of people more vitally interested in juvenile care. This committee should consist of people having some experience and interest in juvenile work and welfare, but not more than two members of this committee shall derive their livelihood from juvenile work and/or be in the employ of any municipal, state or federal agency. It shall be the responsibility of this committee to approve all phases of capital funds expenditures and other expenditures in connection with the selection of sites, and the erection of buildings or structures thereon; or the renovation of present structures, or the building of new structures thereon. This committee shall approve all features of expenditures before contracts are let, and also approve the adaptability and practical application and need of the proposal in whole or in part. Inasmuch as the citizens of San Francisco are directly affected by taxes which result from expenditures, it is vital that these expenditures be kept within reason and good judgment. This has definitely not been demonstrated in the past as exemplified by the Youth Guidance Center construction program at 375 Woodside Avenue, San Francisco.

This committee should meet regularly and at frequent intervals.

3. We recommend that the Superintendent shall have charge of the properties situated at 375 Woodside Avenue, San Francisco, and their operations, together with the care, custody and program of the children, including the Log Cabin Ranch located at La Honda, and any other future facilities that may be developed. This Superintendent is to be directly responsible to the Juvenile Probation Committee and in turn responsible to the Judge of the Juvenile Court.

4. It is recommended that the Administrative Assistant who, to all intents and purposes, is the Controller and Office Manager of the Juvenile Court Department of the City and County of San Francisco, be made responsible to the Probation Committee, and in turn the Judge of the Juvenile Court. Our reason for this is to



## 12. JUVENILE DEPARTMENT (Cont'd)

prevent future expenditures without proper consideration and referral and approval of the Probation Committee, and in turn the Judge of the Juvenile Court. We feel that if this structure of organization had been in existence in the past few years, a saving of thousands of dollars would have been made effective for the taxpayers of this city.

5. In regard to the segregation of boys and girls, we recommend that this segregation be primarily by degree of delinquency and by infection.

\* "Whether groups are to be segregated in one building or in separate facilities, the usual division of boys and girls, dependent and delinquent has its limitations. Some delinquent children are more neglected than delinquent and in as great danger of being contaminated by the more sophisticated as is the dependent child. A better grouping would consider age, sex and the need for security. This would protect those who do not need security detention from the more tense and restrictive atmosphere surrounding those who do. Age groups are best kept together where possible for the sake of developing a sound activities program and to avoid problems which arise when unstable children of various ages are mingled. It is quite possible for boys and girls who do not need security detention to share the same activities where supervision is satisfactory, but such a plan is not practical for older children who require security detention. This group needs specialized care which must provide maximum security without the use of jail-like measures.

Building designs typical of institutions for long time care are not satisfactory for detention. Detained children are disturbed by authoritative removal from their homes, are more varied in their needs and include groups requiring greater segregation than long time care calls for."

6. We recommend that the children, instead of being idle a good portion of the time, be given duties, chores and responsibilities, normal to home or farm life.

7. It is the recommendation of the Committee that the gymnasium facilities be made available to the neighborhood youth in the evening under proper supervision. This will perform a service to the youth of the neighborhood and provide facilities which they do not now enjoy.

8. It is our recommendation that for economy purposes, the landscaping only that is necessary to stabilize the ground be performed, and that shrubbery that does not require a great deal of care be used. All of the above shall be done by and under the direction of the Park Commission.

We also recommend that the maintenance of the garden, shrubbery or lawns be done by and under the supervision of the Park Commission.

9. We recommend that the head of the Psychological Clinic be a Doctor of Medicine with a degree of psychiatry.

\* Taken from National Probation Association's report entitled "Detention for the Juvenile Court" by Sherwood and Helen Norman.





## 12. JUVENILE DEPARTMENT (Cont'd)

### FINDINGS

1. The building known as the "Youth Guidance Center", 375 Woodside Avenue, San Francisco, has been built and is nearing completion and in operation. The cost of this project is \$4,170,875.47. It is poorly placed, planned and mosconceived.

2. The site chosen was impractical for the use to which it was put. It consisted of sloping, unstable poorly drained ground, which necessitated tremendous cuts and fills, together with the need for piles, and deep and costly footings. Converting these site problems into dollars and cents, caused excessive expenditures of more than \$500,000 to date, without anticipation of additional expenditures that could easily reach a total of approximately \$250,000 to cover immediate drainage work and future maintenance.

3. Approximately thirty per cent of the constructed area is in halls and corridors, and approximately twenty per cent additional space is unnecessary and wasted. The overhead, operations and maintenance consequently are, and will be excessive in proportion to the services rendered. It was not made to adequately cover main, separate and distinct functions of the juvenile program, each one of which unto itself requires specialized skills and facilities.

4. In connection with Recommendation No. 1 relating to the change of Section 662 of the Laws Relating to Social Welfare, we wish to point out that before June 1949 this law provided that the Juvenile Probation Officer was under the direct control and responsibility of the Juvenile Probation Committee. After June 1949 the effect of the change as it now stands was to reverse this situation.

Before this change passed the Legislature, the City and County of Los Angeles became aware of its import and, realizing that it was only for rural counties of lesser population, inserted an exception so that counties of two million people or more would not come under this change. Your Committee feels that the return to the original regulations are of such importance to counties with a population in excess of 400,000 that immediate steps should be taken in that direction.

5. Our reason for Recommendation No. 2, the renovation of Juvenile Probation Committee, is that we have been informed directly that there are members who have not the necessary time to devote to this service and others who are not interested or able to serve any longer. We further believe that there comes a time when "new blood" is needed to revitalize a committee of this importance.

6. Our reason for Recommendation No. 3 is that there is more than sufficient work in handling the present case load of neglected and non-delinquent children, including their care and supervision in foster homes, and in directing the efforts of the many Assistant Probation Officers involving the preparation of data for presentation to the Court and the follow-up of non-residents of the Juvenile Home until disposition is made of their cases.

7. Our findings in reference to the escapes from the Youth Guidance Center since their occupancy on October 16, 1950, are as follows:

5 on October 16, 1950	1 on November 4, 1950
1 on October 22, 1950	6 on November 6, 1950
5 on October 24, 1950	2 on November 10, 1950
9 on October 25, 1950	6 on November 24, 1950
4 on October 28, 1950	1 on December 10, 1950
2 on October 31, 1950	

Total runaways from October 16, 1950 to December 10, 1950 were fifty. This includes a number of repeaters. There were forty-three boys and seven girls who escaped.





Sixteen of the boys escaped through the transoms, four by breaking plain glass, and five by breaking Tuf-Flex (tempered) glass. Seven girls escaped by assault. All but five of the escapees have been returned to custody.

There have been no escapes since December 10, 1950 up to January 5, 1951 to the best of our knowledge. This is probably attributable to changes in the fences and the fact that the supervisory staff are better acquainted with the premises. The number of escapes in the future should be held to a minimum because of these facts.

8. The Log Cabin Ranch School was visited by members of the Jury on various occasions. Despite the age and structural condition of the buildings, the program carried out is an excellent operation which is contributing a great deal to the rehabilitation of youth, and the staff appear greatly interested in their work.

9. In conclusion we wish to state that a survey and study of the office of the Judge of the Juvenile Court shows that the cases of both dependents and delinquents are being handled with judicial excellence, dispatch and in a humane manner.

Respectfully submitted,

LOUIS G. KING, Acting Chairman,

MRS. CLARA B. EAGLE,

EUGENE S. ELKUS, JR.,

EDWARD R. BROWNE.



### 13. PUBLIC UTILITIES

Numerous meetings have been held during the year by the 1950 Grand Jury Public Utilities Committee with the Public Utilities Commission, Manager of Utilities and with representatives of the Municipal Railway, San Francisco Airport, Hetch Hetchy, and Water Department, as well as with other affected Departments and Bureaus.

Further, this Committee has spent a great deal of time during the year in making inspections and determinations with respect to the facilities and operations of the various departments comprising the Public Utilities Department of the City and County of San Francisco.

The results of our exhaustive studies and work are outlined as follows:

#### MUNICIPAL RAILWAY

Under date of June 26, 1950, the Grand Jury Public Utilities Committee, after many hours of work, research, and inspection of operations and facilities, made a detailed report of the Municipal Railway. Such report is made a part hereof. This report concluded with the following Summary and Conclusions:

1. "Prior to the Municipal Railway taking over the operating properties of the Market Street Railway on September 29, 1944, the Municipal Railway had been an outstanding railway enterprise and money-making venture.
2. "The Market Street Railway equipment was in very poor condition, and much of it was obsolete to a major degree. Taking such equipment over during the height of the war period, when replacement parts and new equipment were extremely difficult to obtain, made a serious operating problem. In addition, many employees were hired during the critical war period who would not normally have qualified for Municipal Railway jobs, with resultant effect on operations.
3. "The \$20,000,000 bond issue approved by the voters of San Francisco in November, 1947, has permitted the purchase of substantial new equipment, retirement of various old and obsolete equipment, and conversion of certain operating facilities to more efficient operation.
4. "In terms of actual money expended, the conversion program is approximately three-fifths completed. (As of December 28, 1950, the conversion program is approximately four-fifths completed). In such conversion program, the Municipal Railway has laid special emphasis on the purchase of trolley buses and motor buses instead of street cars. This is due to the substantially decreased cost of operating trolley buses and motor buses. In addition, where lines have been converted from street cars there has been an increase in seating capacity of 75%, and an increase in frequency of service of approximately 50%.
5. "The foregoing program has resulted in improvement in time schedules, frequency of runs, added seating capacity, lower operating costs, and increased efficiency.
6. "All trolley bus lines now operated, except the No. 33 (Ashbury Heights) are operating in the black, whereas under "street car operation" various of these lines were operating at a loss.
7. "It is the opinion of the 1950 Grand Jury Public Utilities Committee, that a sound approach has so far been made by the Municipal Railway, in its conversion program, in meeting the transportation needs of San Francisco."

The aforementioned report of June 26, 1950, was





### 13. PUBLIC UTILITIES (Cont'd).

endorsed and approved by the Grand Jury as a whole. There has been nothing that has occurred subsequent to the date of such report that would tend to change our views as submitted therein.

#### HETCH HETCHY AND WATER DEPARTMENT

The Grand Jury Public Utilities Committee, and a majority of the members of the Grand Jury, jointly made a personal inspection of the properties of the Hetch-Hetchy project and the San Francisco Water Department. From our observation, the properties are soundly and efficiently administered, and all proper steps have been taken to assure the City of San Francisco and its environs an adequate supply of water.

It was particularly gratifying to note the rapid progress now being made toward completion of the second San Joaquin pipe line and the new Bay Crossing pipe line, which will bring more than 170 million gallons of water daily to San Francisco and its urban customers before full capacity is reached. Inasmuch as the daily consumption now is approximately 103 million gallons, it can be safely assumed that all requirements will be met for at least another decade.

Meanwhile, progress is being made on the Cherry Valley project, which looks still further into the future, and for which funds are being provided through a bond issue voted by the people, and by the Federal Government, as a part of its flood control program

In this connection, it is worthy of note that the serious floods which might have resulted from the heavy November and December rains, were in large measure prevented along the Tuolumne River by the impounding structures already in use by the City of San Francisco and the Modesto-Turlock Irrigation Districts. As a matter of fact, the water held back would have been sufficient to flood the entire area of the Waterford, Modesto, and Turlock Irrigation Districts, to a depth of one foot, and the total effect would have been the creation of a flood problem twice greater than any experienced in recorded history for the districts involved.

Note should also be taken of the fact that the Hetch Hetchy Water Supply, Power and Utilities Engineering Bureau, in addition to administering the Hetch Hetchy project, also does the engineering for both the Municipal Railway and San Francisco Airport. Their accomplishments in this connection are recorded in our current report on the Airport, and in our previous report on the Municipal Railway.

#### BUREAU OF LIGHT, HEAT AND POWER

This Bureau is charged with the supply of light, heat, and power, to all departments of the City Government, particularly in the lighting of streets and the lighting and heating of municipally owned or operated buildings. Its principal purpose, aside from providing these services, is to make technical recommendations to the various departments in order that the greatest economies and efficiencies may be enjoyed in the consumption of the products it handles.

#### SAN FRANCISCO AIRPORT

The San Francisco Airport is one of the nation's key air terminals, thanks to the wisdom and foresight of the citizens of San Francisco who evidenced their faith in air transportation by approving two post war bond issues for airport development. They voted \$20,000,000 in 1945, and \$10,000,000 in 1949, to make the San Francisco Airport the world's finest. Their confidence has not been misplaced.





### 13. PUBLIC UTILITIES (Cont'd.)

In 1927, the early days, the Airport was used by private flyers principally, with intermittent operations being conducted by various air lines. One of the first steps taken by the Public Utilities Commission, upon its establishment by the 1932 City and County of San Francisco Charter, was the commencement of air line service to San Francisco Airport. No longer did a passenger, bound for San Francisco, have to deplane across the Bay and travel by land and water to reach this City. Through various bond issues, and aid by the Federal Government under the Public Works Administration, the San Francisco Airport grew to its pre-war stature.

San Franciscans will recall the dredging and other operations necessary to raise the site of the great Golden Gate International Exposition in 1939 and 1940, which celebrated the completion of our two great trans-bay bridges. Perhaps not many are aware that the site, Treasure Island, was to be San Francisco's downtown airport, complementing the larger establishment in San Mateo County. However, "Best laid plans go astray," and international events made it necessary for the United State Government to acquire such island thru condemnation proceedings, for use as a naval establishment in 1941, and it is still so used today.

With the advent of World War II, the Army made arrangements for the extensive use of the San Francisco Airport, but left civil operations in the hands of the City's Public Utilities Commission through its Airport Department. During the war years, various capital improvements were made by the Government as payment for the facilities which it had acquired at the Treasure Island Airport, and these were turned over to San Francisco when the war ended.

At that time, in 1945, the future of the San Francisco Airport could have gone in either of two directions. Air transportation had really become of age during the military conflict, and those cities who recognized the fact and moved accordingly, held a decided advantage in their struggle for a higher place in the post-war economy. Those cities not as foresighted, were subsequently handicapped by a lack of fast air communication and transportation facilities. San Francisco was looking to the future, and the voters approved an Airport Master Development Plan in 1945, and confirmed this again in 1949, through the medium of the aforementioned bond issues.

Although the expansion program is still under way, an amazing change has taken place at the San Francisco Airport. At war's end, five years ago, 260,000 passengers went through our air terminal annually; today, better than 1,300,000 passengers use our facilities each year, a five fold increase. Then, Pan American, TWA, United, and Western Air Lines, served the field; today, in addition to those early four, we are served regularly by American, British Commonwealth of the Pacific, California Central, Canadian Pacific, Flying Tigers, Philippine National, Slick, and Southwest Airways. These air carriers represent international, trans-continental, regional, feeder-line, and all-freight operators, and gainfully employ 6,500 people locally at an annual payroll of \$24,000,000.

Several major air carriers have established large bases at the San Francisco Airport. United, which bases its entire fleet here, constructed a \$7,000,000 maintenance base on the Airport under a lease negotiated in 1947 and terminating in 1987. At lease termination, all of United's improvements become the property of the City and County of San Francisco. Pan American's Pacific-Alaska Division is based at the Airport on property leased from the City. The San Francisco Airport is the hub of Southwest Airways entire operation. This feeder-line air carrier has its operations, maintenance, and executive offices at the Airport. Trans-World Airlines has an aircraft service base at the San Francisco Airport under a lease ending in 1962.

The capital investment in the San Francisco Airport by the end of the currently planned expansion program, will exceed \$60,000,000 by 1956. This will represent about \$34,000,000 by San Francisco,





### 13. PUBLIC UTILITIES (Cont'd)

\$13,000,000 by the Federal Government, and \$13,000,000 by private capital. Since 1945, \$18,000,000 of bond funds have been spent on construction work, and \$12,000,000 remains to complete the job. Additional aid of \$4,300,000 has been received from the United States Government under the Federal Airport Aid Act, administered by the Civil Aeronautics Administration.

In order to accommodate today's volume of passengers, mail, express, and freight, an aircraft either lands or takes off from the San Francisco Airport every 4-1/3 minutes on an average around the clock. To handle this heavy traffic, the airport has a total of 3,7722 acres, of which about 1,900 acres are available for operations, the remainder being undeveloped tidelands. The Airport's runways are the best of any municipal field on the Pacific Coast, and are the only ones capable of handling the Boeing Stratocruiser with a full provisional gross overload. The main runway is more than 1-3/5 miles long and 200 feet wide, capable of sustaining wheel loadings of 100,000 pounds per wheel.

The San Francisco Airport has two separate and distinct landing strips in each of four directions, totaling about five miles in length, besides miles of taxiways, various warmup pads, parking aprons, etc. The runway and taxiway pattern is one of the most functional in the nation. The interval between successive instrument landings has been reduced to 2.7 minutes, the second most efficient time interval in the United States. The installation of additional aids now in progress, including surveillance radar, Ground Controlled Approach, high intensity runway lighting, and approach lighting, will result in further increases in the efficiency and safety of aircraft operations. This efficiency in airport and electronic devices will also make possible further savings to the airlines using the airport.

Followers of aviation progress know that the commercial aviation trend has been away from seaplanes for over-water flights. However, technological improvements may again bring seaplanes into commercial prominence, and if this occurs the San Francisco Airport is ready for it. The seaplane harbor at the Airport has two ten thousand foot dredged channels for take-offs and landings, and a large turning basin with various ramps and cocks which could be readily placed in use.

About twenty private aircraft are now based on the Airport, and an increase is expected now that the dust problem has been solved. Construction of a private pilots building, with locker and waiting rooms, near the private aircraft parking area, is being planned.

The needs of international air travel require certain services such as customs, immigration, public health, etc., over and above those of a domestic flight. Lack of space in the present Domestic Terminal Building requires that all trans-pacific flights use the Trans-Pacific Terminal Building on the north side of the Airport. In the future both domestic and international operations will be combined in the new Airport Administration Building.

San Francisco is fortunate in having a United States Coast Guard Air Station located on its Airport. This unit has primary responsibility for Air-Sea rescue work in the area between San Francisco and half-way to the Hawaiian Islands, Los Angeles, and Seattle. The splendid work done by this organization is best described by an actual occurrence. One day in November, 1950, a military pilot flying a jet fighter aircraft, was forced to bail out at 9:04 A.M. about seven miles west of San Francisco in the Pacific. The Coast Guard was alerted, an amphibious plane dispatched to the scene, and the rescued pilot was back on dry land at the Airport within 18 minutes.

The Public Utilities Commission has passed a new schedule of Airport Rates and Charges, which has just been approved by the Board of Supervisors. It is estimated that \$90,000 more per year, or a total income of \$798,000, will accrue to the City under the new schedule. Annual Airport costs are: Operating Expenses





### 13. PUBLIC UTILITIES (Cont'd)

\$750,000, Bond Interest \$174,000, Bond Redemption \$2,962,500, and Depreciation \$806,000.

Work on the new Terminal Building plans and specifications will be completed by January 31, 1951. This structure, to be located a half mile south of the present terminal building, will accommodate 3,000,000 passengers annually, and is capable of being expanded to handle 10,000,000 passengers annually.

Standard Oil Company, Shell Oil Company, and Trans-World Airlines, lease from one to two and one-half acres in the Airport tank farm area. Each of these companies have made a substantial financial capital investment in the development of aviation gasoline storage on the Airport. The combined storage amounts to 1,600,000 gallons. This storage assures the airlines operating from the Airport an uninterrupted supply. The Airport's seaplane harbor is used to barge fuel from the refineries to the Airport. This barge method of delivering fuels provides a very attractive saving to the airport users when compared with tank truck and trailer delivery costs.

The United States Government operates several vital services at the San Francisco Airport. One of them is the Air Traffic Control Tower, which is responsible for controlling traffic on the operational area of the Airport, and Airborne traffic within three miles of the field. Especially important is the Oversea Communications Station, which handles or "works" all flights between the Pacific Coast and Hawaii. It also collects meteorological information from the entire Pacific area, and disseminates this data throughout the entire United States over teletype networks. A Domestic Airway Communications Station at the Airport performs a similar function for domestic flights. The largest Weather Bureau Station west of Chicago is located at the Airport, and performs many services for businesses and the general public in addition to those pertinent to aviation. There are also two Air Carrier Inspection Offices at the San Francisco Airport, one for domestic activities and the other for international activities.

The Grand Jury Public Utilities Committee was impressed with the current Manager of the San Francisco Airport and his Staff, and the manner in which work and operations are conducted.

\* \* \* \* \*

### CONCLUSION

After complete and exhaustive studies, it is the conclusion of the 1950 Grand Jury Public Utilities Committee that an outstanding operational and administrative job is being done by the Public Utilities Commission of the City and County of San Francisco, the Manager of Utilities, and the related Department and Bureau administrators of the Public Utilities Department.

Respectfully submitted,

GARDINER BLACKMAN, Chairman,

AL F. MAILLOUX,

ALVIN F. DERRE.





### 13. PUBLIC UTILITIES (Cont'd)

#### INTERIM REPORT OF 1950 GRAND JURY PUBLIC UTILITIES COMMITTEE ON MUNICIPAL RAILWAY OF SAN FRANCISCO

The Grand Jury Public Utilities Committee has held meetings relative to the Municipal Railway, with the Public Utilities Commission, Mr. James H. Turner, Manager of Utilities; Mr. Tom Irwin, Director of Public Service; and Mr. W. H. Scott, Manager of the Municipal Railway. In addition, an inspection tour has been made of various Municipal Railway facilities.

The following is a report of pertinent facts, and this Committee's observations:

#### 1. Purchase of Market Street Railway Operating Properties and Problems Incurred:

The operating properties of the Market Street Railway were taken over by the Municipal Railway on September 29, 1944. Prior to that time, the Municipal Railway had been an outstanding railway enterprise and had been a money-making venture. However, in taking over the operating properties of the Market Street Railway Company, the Municipal Railway assumed facilities that were in very poor condition through long deterioration and obsolescence.

Furthermore, as this was during the height of the war period, when replacement parts and equipment were extremely difficult to obtain, and new facilities were totally unavailable, it was a case of endeavoring to keep the already poor Market Street Railway equipment in operation to afford the City of San Francisco at least a semblance of appropriate transportation.

In addition, many employees were hired during the critical war period, who would not normally have qualified for Municipal Railway jobs, in order to replace personnel in military service or who left for other war industry jobs.

All of these factors contributed to a very difficult operating and maintenance problem on the Municipal Railway, with the result that it was not possible for the Public Utilities Commission and Municipal Railway officials to give the same high type of transportation previously offered on the Municipal Railway lines alone.

#### 2. Post-War Equipment Problem:

After the war, there was still a considerable elapsed period before American industry was able to convert to normal peacetime business, and to fill, in some measure, the large backlog of orders for new equipment and the many types of replacement parts and facilities required. This was particularly true of streetcars, buses, rails, and certain other equipment needed by the Municipal Railway. Furthermore, the cost of all items of equipment had very substantially increased since the period immediately preceding the war.

#### 3. Bond Issue Approved by Voters:

Due to the large capital expenditures required to again make the Municipal Railway a first-class operating facility, necessitated by retirement and replacement of practically all of the old and obsolete Market Street Railway equipment which had been acquired, plus some Municipal Railway equipment that by then required replacement, and to make certain line extensions and other improvements, a \$20,000,000 bond issue was presented to and approved by the voters of San Francisco in November, 1947.

Of this amount, approximately \$12,500,000 has been spent. Work is presently in progress, either in the engineering stage or under construction, on another \$5,500,000, and the balance of \$2,000,000 has yet to be definitely allocated, although certain recommended allocations have been made by the Staff of the Public Utilities Commission.



### 13. PUBLIC UTILITIES (Cont'd)

#### 4. Status of Conversion Program and Operating Costs:

- (a) In terms of actual money expended, the conversion program is now three-fifths complete. The majority of lines have been converted or are under conversion, and most of the new vehicles have been acquired. Present planning calls for the acquisition of approximately 100 more trolley buses. In this respect, the question has been raised in some sources as to why, in the conversion program of the Municipal Railway, emphasis has been placed on the purchase of trolley buses and motor buses, instead of street cars. The following operating costs, per vehicle hour, gives the answer to this question, and at the same time points out the very substantial increase in Municipal Railway operating costs between the pre-war period and the present:

	<u>1940</u>	<u>1950</u>	<u>% Increase</u>
Trolley Buses	(had none)	\$4.71578	-
Street Cars	\$3.81758	8.75555	129%
Motor Buses	2.7814	5.15206	85%
Cable Cars	(had none)	9.51526	-

The high cost of cable car operation is of particular significance as during the calendar year 1949 this operation lost \$145,089. The Municipal Railway is powerless to eliminate such loss as the people of San Francisco, in the election of November, 1947, voted mandatory continuance of the Municipal cable cars. It is further pointed out that very heavy expenditures will be required in the near future with respect to this facility, in the way of track reconditioning and other essential work to keep the cable cars in operation.

- (b) The following comparison is also of interest in denoting the numbers and types of equipment during similar periods to those noted above:

#### Equipment Operated by Municipal and Market Street Railway

	<u>Municipal Railway</u>		<u>Market St. Railway</u>		<u>Total</u>	
	<u>1940</u>	<u>1950</u>	<u>1940</u>	<u>1950</u>	<u>1940</u>	<u>1950</u>
Trolley buses	None	298	9	None	9	*298
Street cars	238	247	440	None	678	247
Motor buses	31	497	115	None	146	497
Cable cars	<u>None</u>	<u>22</u>	<u>22</u>	None	<u>22</u>	<u>22</u>
Total	269	1,064	586		855	1,064

\* Present planning calls for acquisition of approximately 100 more trolley buses.

#### 5. Conversion and Construction Plans for 1950:

Already Completed: Conversion of No. 9 Line (Mission), No. 22 (Fillmore), No. 5 (McAllister), Nos. 6 and 7 (Haight), and No. 21 (Hayes), to trolley bus operation. Conversion of "H" (Van Ness) and "D" (Geary-Van Ness) streetcar lines to motor bus operation (later to be converted to trolley bus operation); remodeling of Geary Carhouse for Presidio Trolley Bus Yard; remodeling of Geary Carhouse for consolidation of Municipal Railway offices (due for completion in October); and reconstruction of Powell Turntable. Some 70 miles of track have also been removed, and streets repaved, to facilitate faster transportation, including the outer lines on Market Street, and the lines mentioned above which have been converted to bus operation.

Projected for Remainder of Year: Construction of Kirkland Bus Yard (now under way); construction of West Portal Substation; and begin construction on trolley bus overhead line on "F"





#### 14. PUBLIC WORKS (Cont'd)

as to how our monies are spent for such projects, particularly bond issue projects, before such bond issues are voted.

At this point it might be well to make ourselves aware of the fact that of every \$800,000.00 to \$1,000,000.00 that is spent, 10¢ is added to our tax rate.

Our strongest recommendation is that a non-partisan, non-political committee be appointed, possibly to be known as the Public Works Commission, whose duties will be:

1. To survey all projects that involve capital expenditures of the City, regardless of what department of the City Government they are for.

a. Review all plans and projects before contracts are let and constructions is started. When a bond issue is involved, signify approval for the benefit of the taxpayers before it is ballotted on.

b. Review and pass on major changes during construction and review initial purchases for furnishing if such is required.

2. This committee or commission's main function for the improvement of civic government should be to arbitrate and be the court of final decision on all capital expenditures made by various departments of the city.

3. This committee also will review the recommendations of all other commissions, such as the Planning Commission, Art Commission etc., of the City Government, with regard to the above mentioned projects.

It shall have the final authority to revise, accept or reject the recommendations of these committees, thereby eliminating the costly controversies that have existed between these commissions in the past.

4. It is our recommendation that this committee be formed by having each of the following submit a list of three names from which one name from each organization shall be chosen to serve on the committee. The determination of the individual name from the list shall be by the Mayor and Board of Supervisors acting jointly: Dean of Engineering of the University of California; The Bar Association; The Labor Council; The Downtown Association; Chamber of Commerce; CIO Council; The County Medical Association; a Taxpayer's Organization; Home Owners Association, etc.

This committee should be limited to not more than 15 members. It should report its findings and submit its recommendations to the Board of Supervisors for approval.

In conclusion we would like to state that these recommendations of ours be explored thoroughly and that they be gone into in more detail by the 1951 Grand Jury, with the possibility of bringing out a more developed and concrete recommendation.

Respectfully submitted,

EUGENE S. ELKUS, JR., Chairman,

WILLIAM T. LAMBERT,

HAROLD G. SELIG.





15. SHERIFF, BOARD OF SUPERVISORS

SHERIFF

Following numerous visits and discussions with and without our hosts, viz: Sheriff Dan Murphy and Undersheriff William Hollingberry, our committee whole-heartedly endorses the efficiency of administration in all phases of the vast scope of this department. The effect of many well planned features embracing sanitation, inspection, alcoholic clinic, rehabilitation, recreation, to name only a few, are obvious by observation and report.

Allow us to state that any formal request made by the Sheriff and his staff whether it be fund, equipment or manpower should be given very careful consideration, as the denial of same may deter the efficiency by which the operations of this important department are now measured.

BOARD OF SUPERVISORS

A continued review of reports from this all important body has been a source of satisfaction to this Committee. The decisions contained in said reports being publicized regularly they need no specific mention.

It is with pride that we observe the dispatch and orderliness with which this Board disposes of our City's numerous problems.

Summarily we feel the people of this City have voted intelligently in their choice of this Board, and appointments show careful and wise consideration.

Respectfully submitted,  
WILLIAM W. OHM, Chairman,  
ARTHUR E. HOLL,  
WILLIAM T. LAMBERT.



16. CIVIL SERVICE, CITY PLANNING, WELFARE BOARD, LEGION OF HONOR,  
AND OTHER COMMISSIONS.

The City Planning Commission has been charged by various civic groups, and also the San Francisco Planning and Housing Association with:

- (1) Failure to adopt the new Transportation Plan after \$200,000.00 was expended in consultants' fees.
- (2) Failure to adopt the One-Way Street Plan. The lack of such plan has made it impossible for the Department of Public Works to proceed with the very necessary installation of co-ordinating signals on Market Street.
- (3) Failure to amend the Land Use Plan or failure to adopt the new Comprehensive Zoning Ordinance, although approximately \$40,000.00 in consultants' fees have been spent on this ordinance.

It is the belief of your Committee that these features should be passed on to the 1951 Grand Jury for careful analysis and investigation, as these features have come only in recent weeks and there is not time for the 1950 Grand Jury to delve into them in a comprehensive fashion as would be of benefit to the City.

Among the factors for the 1951 Grand Jury to consider, we might include the suggestion that further co-operation between the Planning Commission and other divisions of the city government be established, as from all appearances there certainly has been a lack of it in the past months of 1949 and 1950.

There has been dissension between the Director and his staff on the one hand, and the Commissioners on the other, and this does not tend toward satisfactory operation or results.

Furthermore, the Commission should attempt to clarify the zoning matter relating to the subject of 25-foot lots vs. 33-foot lots which has been the cause of much irritation and dissension, and to definitely establish the meaning and interpretation of "neighborhood pattern" which is a very loose phrase and which is a loophole through which the new zoning regulations are being circumvented.

The Committee believes that if the international situation becomes greatly increased and more acute, the Mayor and Supervisors might well consider the temporary dissolution of the Planning Commission for the duration of World War III, if such occurs.

In any event, it is recommended that an Honorary Citizens Committee of San Francisco people should be established, whose duties will be to check all phases of capital fund expenditures in connection with the selection of sites, and the erection of buildings or structures thereon, or the renovation of present structures, or the building of new structures, whether they be schools fire-houses, police stations, buildings for parks and recreation, or any others. This Committee should approve all features of expenditure before contracts are let, and also to check the adaptability, practical application and need of the proposal, in whole or in part, and with an eye to eliminate so-called gold plating, and use of materials which unnecessarily increase the cost of construction.

Inasmuch as the citizens of San Francisco are directly affected by taxes which result from expenditures, it is vital that these expenditures be kept within reason and good judgment. This has definitely not been demonstrated in the past by the city administration as exemplified by the Youth Guidance Center (Juvenile Home); also the greatly increased cost of school buildings as compared to other Bay cities, and other sections of California, construction in the Fire, Park and Recreation Departments.

This Honorary Committee should be appointed by the





16. CIVIL SERVICE, CITY PLANNING, WELFARE BOARD, LEGION OF HONOR,  
AND OTHER COMMISSIONS.

Board of Supervisors and responsible to them, and should consist of a cross-section of San Francisco businessmen and taxpayers, including architects, engineers, contractors, and men in business and finance.

WELFARE BOARD.

The major function of this department is to render financial assistance to needy persons and families, including necessary social service case work to such individuals. The public assistance program administered by the Department includes Old Age Security, Security for the Blind, Aid to Partially Self-Supporting Blind Residents, Aid to Needy Children living with parents or relatives, and Indigent Aid or General Relief. Approximately 85% of the total funds expended currently are for Federal and State Funds. Recently the Board of Supervisors transferred the responsibility to this Department to administer and supervise the operation of the Adoption Program under license from the State Department of Social Welfare.

The San Francisco Committee on Family and Child Welfare has recommended that this department be assigned the responsibility of the licensing of Boarding Homes or Foster Homes, the care of children in Foster Homes and for child welfare services to children needing such services even though the child and his family are not receiving financial aid through the department.

Services rendered in two principal sections of the City, namely the North Beach area and the Mission and Folsom Street area. It seems feasible and practical that the Office of the Welfare Commission be located nearer to their center of operations, and where they will not have parking difficulties and be obliged to pay \$17.50 per car per month for parking with no daytime service. The building now occupied at 585 Bush Street by the Welfare Commission or Board is not satisfactory and is badly in need of maintenance and repair.

LEGION OF HONOR, DE YOUNG MUSEUM, AND OTHER UNNAMED  
COMMISSIONS.

This institution can be made one of San Francisco's most valuable. It is situated near the bandstand in Golden Gate Park and is open to the general public; no fees are charged and an efficient staff is maintained, under the very able directorship of Dr. Walter Heil, assisted by Mrs. Genevieve Benton, who is classified as Administrative Assistant and who has been associated with the Museum for over 20 years, whose knowledge and interest in the Museum has made her almost indispensable in her work with Dr. Heil.

It is our recommendation that a suitable committee of the next Grand Jury be appointed to make a study of the facilities currently available along with the possibilities of certain physical changes which will make the additional space usable for visitors; it may be well to consider some minor alterations to the tower, as an observation point.

It is our further recommendation that this Committee make proper inquiry respecting the several job classifications, as these pertain to the special skills required of employees to the end that proper recognition be given to these requirements, it is also necessary to secure special consideration of the Civil Service Commission respecting proper classifications and compensation, along with residence requirements, as these pertain to the special qualifications of employees. It appears to this Committee that it may be necessary to secure employees with certain special qualifications and experience from other sections of the country, where same cannot be filled from local residents. Such study should bring forth





### 13. PUBLIC UTILITIES (Cont'd)

(Stockton), "H" (Van Ness), and Sutter lines; reconstruct tracks in Twin Peaks Tunnel; and extend the existing No. 9 Trolley bus line (Mission) from Richland to Geneva. It is also contemplated to convert the "B" Geary street car line, to trolley bus operation. Tracks will also be removed this year from Sutter Street and Lincoln Way.

### 6. Time Saving by Elimination of Trolley Tracks and Repaving Streets

There is no definite means by which the amount of time saved on reconstructed streets can be computed. The only sound measure is Market Street, on which street cars formerly ran twenty minutes behind schedule during peak hours. The average is now about two and one-half minutes. In addition, removal of tracks and repaving has made converted streets so attractive to motorists that they seriously impede the flow of transit vehicles.

### 7. Improvements in Time Schedules, Frequency of Runs, and Added Seating Capacity:

On those lines which have been converted from street cars to motor bus or trolley bus operation, there has been an increase in seating capacity of 75%, and an increase in frequency of service of 50%. However, Fillmore Street has presented a problem because double parking by merchandising trucks has seriously slowed down the planned frequency of service. In spite of this fact, however, the Fillmore Line, which lost heavily as a street car operation, is now operating in the black as a trolley bus line. In fact, all trolley bus lines now operated, except the No. 33 (Ashbury Heights), are operating in the black.

### 8. Maintenance of Schedules:

Public criticism of schedules arises from the assumption that schedules are poorly written in the first place, and that operators therefore have no chance to maintain them. Actually, the science of writing schedules is rather exact as to formula, and is based on known factors such as volume of patronage, its distribution, predictable traffic interference, signalization, number of transfer points, speed of vehicles based on experience and synchronization with intersecting routes. There are, however, many unpredictable factors faced when conversion is made from one type of equipment to another, such as:

- (a) Influx of automobiles to a newly paved street.
- (b) Degree of police enforcement of double parking regulations.
- (c) Changed riding habits which cause patrons of adjacent lines to bring their patronage to the new equipment.
- (d) Rearrangement of stop pattern by Police Department to meet changing traffic conditions.

Schedules must be changed from time to time to compensate for these disturbances after which they newly converted lines encounter unpredictable difficulties common to any transit operation, which are:

- (i) Traffic congestion due to automobile and truck operations and pedestrian movement.
- (ii) Power or equipment failures.
- (iii) Accidents, whether or not involving transit equipment.
- (iv) Fires.
- (v) Parades and other special events.
- (vi) Signalization failures.





### 13. PUBLIC UTILITIES (Cont'd)

The first sign of a disrupted schedule is the "bunching" of transit vehicles. For example, if two private automobiles collide in the path of a trolley bus, service is stopped until the police arrive and investigate before the vehicles are moved. Trolley buses accordingly pile up, and when the obstacle is cleared the so-called "banana system" begins. Some of this bunched equipment must be turned back at the first opportunity to fill in the gaps created by the original stoppage. Others proceed to the end of the line far off schedule. A serious delay, such as may be caused by fire, may keep a line off schedule for hours.

#### 9. Equipment Prices in 1940, 1948, 1949, and 1950:

There were no bids on any equipment in 1940. Street cars, however, then cost approximately \$25,000; trolley buses \$15,000; and motor buses \$13,000.

Early in 1948, manufacturers of street cars, trolley buses, and motor buses were canvassed, and it was found that neither street cars nor trolley buses could be guaranteed as to delivery for 18 months. Motor buses, however, were available within four months. There were consequently ordered and received, 259 motor buses, under a series of bids varying in price from \$17,000 to \$18,400. Only 10 were of the latter price. During the same year, 10 street cars and 44 trolley buses were received, which had been ordered before passage of the bond issue, on prices quoted before the beginning of later higher inflationary prices. The street cars cost \$27,000 each, and the trolley buses \$19,300 each.

Late in 1948, hundreds of orders were cancelled by transit properties throughout the country so that a buyer's market appeared to be at hand. Bids were called for, and 170 trolley buses, priced at \$19,400 each, were received in 1949. Subsequently, bids for street cars were called for, and a low bid, of \$38,000 per vehicle was received. On the basis of bids recently received, orders yet to be placed for trolley buses will be in the general field of from \$16,675 to \$16,820 per vehicle.

If the Public Utilities Commission approves the recommendations of Colonel Mills, Transit Consultant, as to equipment purchases (which it appears they will), 412 trolley buses, 106 street cars, 396 motor buses, and 22 cable cars, will be operating a year or so hence, or a total of 936 pieces of equipment. (The smaller number of street cars and motor buses than shown elsewhere in this report as presently being operated, will be accounted for by equipment retirements within the next year.)

#### 10. Basis of Handling Capital and Operating Charges:

This year both capital and operating costs are being paid out of revenue, which is due only to the fact that a surplus of over \$1,300,000 was carried over from the previous fiscal year (the fiscal year is from July 1st to July 1st), when more than \$2,000,000 in tax support was provided. This year will probably end without a surplus, and it is contemplated to only pay operating costs from revenues. Capital costs, plus some part of deferred passenger and damage claims accumulated prior to passage of the bond issue, will accordingly be a claim on taxes.

#### SUMMARY AND CONCLUSION:

As a result of its observations, this Committee has, as of this time, the following to report:

1. Prior to the Municipal Railway taking over the operating properties of the Market Street Railway on September 29, 1944, the Municipal Railway had been an outstanding railway enterprise and money-making venture.
2. The Market Street Railway equipment was in very poor condition,





13. PUBLIC UTILITIES (Cont'd)

and much of it was obsolete to a major degree. Taking such equipment over during the height of the war period, when replacement parts and new equipment were extremely difficult to obtain, made a serious operating problem. In addition, many employees were hired during the critical war period who would not normally have qualified for Municipal Railway jobs, with resultant effect on operations.

3. The \$20,000,000 bond issue approved by the voters of San Francisco in November, 1947, has permitted the purchase of substantial new equipment, retirement of various old and obsolete equipment, and conversion of certain operating facilities to more efficient operation.
4. In terms of actual money expended, the conversion program is approximately three-fifths completed. In such conversion program, the Municipal Railway has laid special emphasis on the purchase of trolley buses and motor buses instead of street cars. This is due to the substantially decreased cost of operating trolley buses and motor buses. In addition, where lines have been converted from street cars there has been an increase in seating capacity of 75%, and an increase in frequency of service of approximately 50%.
5. The foregoing program has resulted in improvement in time schedules, frequency of runs, added seating capacity, lower operating costs, and increased efficiency.
6. All trolley bus lines now operated, except the No. 33 (Ashbury Heights), are operating in the black, whereas under "street car operation" various of these lines were operating at a loss.
7. It is the opinion of the 1950 Grand Jury Public Utilities Committee, that a sound approach has so far been made by the Municipal Railway, in its conversion program, in meeting the transportation needs of San Francisco.

Respectfully submitted,

GARDINER BLACKMAN, Chairman,

AL F. MAILLOUX,

ALVIN F. DERRE.





#### 14. PUBLIC WORKS

The Public Works Committee of the 1950 Grand Jury herewith submits its year-end report.

Just as the year 1950 got under way, the old Director of this Department retired and the appointment of Sherman P. Duckel was made to the office of Director, Department of Public Works, City and County of San Francisco. This was a happy appointment of a fair young man with plenty of experience in this department, and the case of a man coming up from the ranks of the organization which he was to handle.

As a matter of record, the following departments are all under his supervision: The Bureau of Engineering; Bureau of Architecture; Bureau of Building Inspection; Bureau of Streets; Bureau of Sewer Repair; Bureau of Building Repair; Bureau of Accounts and Central Permit Bureau.

We would say that 1950 showed the start of the biggest workload that this Department has ever handled. It would be too voluminous a report to list all of the work that this department conceived, designed, supervised and performed. However, its main projects which are nearing completion are: the large Bay Street Sewer Treatment Plant and the Southeast Sewer Treatment plant amounting to over \$12,000,000.00 of construction, great necessities to prevent the pollution of our bay waters.

It might be interesting to note that our Southeast Sewer plant will manufacture fertilizer as a by-product to its operation which it will endeavor to dispose of by sale.

The Broadway Tunnel, over a \$5,000,000.00 project, is well under way, together with many minor sewer, street, paving and track removal jobs.

For the first time in its history 1951 will see the departments' equipment housed in proper facilities to care for them. The Department started 1950 with a very small staff which has gradually been enlarged to sufficient size to handle the terrific volume of work ahead of it. The biggest volume of this work lies in our school building program in which it must pass on the final plans for structural soundness and check to see that they conform with all of the City Building codes.

At this point we would like to state that most City Departments such as the Juvenile Probation Department, the Fire Department, the Board of Education, etc., control the picking of their site, their architect, and determine the type of building they wish. In addition thereto the Art Commission, the Planning Commission and various other departments of the City, all become involved in the determination of the final plans of the project to be accomplished. The Department of Public Works has no authority except to pass on structural (engineering) points of the project and see that the City Building Ordinances are followed, and act as inspectors to see that the work is carried out according to plans, which in most cases have been prepared by others.

It would appear to us that great delays and confusion, incurring unnecessary and wasteful expense has resulted. It is a case of "two many cooks."

We feel that there are many instances of extravagances way beyond the requirements of necessity that have crept into the plans and specifications of the City's construction projects, as best illustrated in its extreme at the Youth Guidance Center.

We feel that the public's lack of interest contributes to the above mentioned extravagances inasmuch as said public fails to concern itself sufficiently in the cost of civic government. It is pertinent that the public in general be interested and informed



16. CIVIL SERVICE, CITY PLANNING, WELFARE BOARD, LEGION OF HONOR,  
AND OTHER COMMISSIONS.

certain recommendations of value to our city and to this institution.

As it is the "tower" of this building serves no useful purpose at this time, however, this could be used in such a manner as to make the current investment of more than a quarter of a millior dollars serve our citizens and visitors, to where it would be the cause of adding a great many thousand more visitors to view the great treasures on display in the Museum. The top floor of the tower is of a size that can accommodate a good number of persons at a time. It gives an individual a view of the whole párk, the city and ocean, as well as Golden Gate Park, which is entirely different than from any other vantage point and should be made available for this purpose. From the tower one can always get a panoramic view of Marin County, Mt. Tamalpais and even the East Bay cities.

The M. H. De. Young Museum is not only an entertaining one, but more important, it is an educational institution. When proper publicity is given it, our citizens and visitors in untold numbers will avail themselves of the displays.

We urgently suggest that the 1951 Grand Jury Committee give serious consideration to these recommendations.

Respectfully submitted,

EDWARD R. BROWNE, Chairman

LOUIS G. KING,

AL F. MAILLOUX.





## 17. TRAFFIC

The 1950 Grand Jury Traffic Committee had several meetings during the year with the Police Commission, Chief of Police, Traffic Director of the Police Department, and other representatives of such department.

There have been detailed discussions of the varied traffic problems affecting San Francisco, including the Tow-Away System, One-Way Streets, proposed Sunset Boulevard Extension across Golden Gate Park, and other traffic matters.

In addition, this Committee has met with representatives of the City Planning Department, and other affected Bureaus and Departments, with respect to traffic problems. Also, the Grand Jury Traffic Committee has made various inspections, as well as trips throughout the City, to check on traffic problems and review various factors in connection therewith.

The Grand Jury Traffic Committee has made two interim reports during the year as follows:

### SUNSET BOULEVARD EXTENSION ACROSS GOLDEN GATE PARK

Under date of February 20, 1950, the Grand Jury Traffic Committee, after a great deal of work and research, made a detailed report on the proposed Extension of Sunset Boulevard across Golden Gate Park. Such report is made a part hereof.

As stated in this report, such "direct route" will -

- (a) In no way interfere with present stationary units of scenic facilities of Golden Gate Park, which we are all desirous of maintaining;
- (b) It will be a safer driving route as compared to a circuitous route;
- (c) There will be desirous saving in driving time as against a circuitous route;
- (d) A straight thoroughfare will encourage usage as compared to a circuitous route;
- (e) There will be faster transportation by Municipal busses during peak and other hours at such time as this service may be provided; and
- (f) It will mean more expeditious movement of fire fighting equipment in case of emergency.

It was, and still is the opinion of the Grand Jury, that a "direct route" across Golden Gate Park, terminating at 36th Avenue and Fulton Street, is in the best interest of the people of the City and County of San Francisco.

### TOW-AWAY SYSTEM

Report was made under date of March 13, 1950, with respect to the Tow-Away System, and such report is made a part hereof. This report concluded with the following recommendation:

"This 1950 Grand Jury Traffic Committee, in checking with traffic authorities, can find no other acceptable method to date to guarantee clearance of the necessary streets in the downtown area for speed-up in traffic, and until such a system or method can be formulated it is the recommendation of this Committee that the tow-away ordinance be administered in its present form and to the fullest extent to afford the great majority of the people in San Francisco the free way to which they are entitled to travel to and from their homes and businesses in the most expedient manner possible."





17. TRAFFIC (Cont'd)

This recommendation was approved by the Grand Jury as a whole, and there has been nothing that has occurred subsequent to the date of such report which would tend to change our view with respect to the Tow-Away System.

"COMPROMISE PLAN" OF CITY PLANNING DEPARTMENT -  
HAYES, FELL, AND OAK STREETS

The City Planning Department has proposed a so-called "compromise plan" covering one-way street proposals on certain sections of Hayes, Fell, and Oak Streets. The Planning Department proposes that traffic be routed as follows:

1. On a one-way route northbound on Ninth Street, and turning westward on Hayes to Gough Street, then south one block to Fell Street, and one-way thence westward on Fell to Stanyan.
2. Incoming traffic would be on a one-way basis from Stanyan Street eastbound on Oak Street to Franklin, then one block northward to Fell, and thence east on Fell to Market Street - thence turning southward for one-way traffic on Tenth Street.

The Planning Department has contended that lack of approval of such a plan has held up installation of traffic signals on Market Street, and synchronization thereof, thus hampering the expeditious flow of traffic on Market Street. The City Planning Department has also contended that lack of approval of such a plan has likewise hindered other traffic planning with respect to the 1948 "Master Plan" survey and recommendations of Charles E. DeLeuw, Chicago Traffic Engineer.

The Police Department, after much pressure, has finally given its reluctant consent to "go along" with such "compromise plan" merely as an expedient to get in signals on Market Street, and to preclude further criticism of the Police Department that it is uncooperative and holding up such synchronization of signals and the aforementioned "Master Plan". However, the Police Department is not in complete accord, nor is the Traffic Committee of the Grand Jury, with such "compromise plan".

Both the Police Department and the Grand Jury Traffic Committee, feel that such "compromise plan" is merely an expedient to "get something going", and is not entirely practicable nor workable. This is for the reason that neither Hayes, Fell, nor Oak Streets, will be complete one-way streets, and hence traffic to a considerable degree will thus be impeded rather than helped. It is felt that traffic will be congested by delays necessitated by considerable flows of traffic having to make detours of one block to continue in the same general direction of travel as the one-way street which such traffic just left.

It has been, and still is, the recommendation of the Police Department that Ninth Street and Hayes Street be made one-way streets westbound so that traffic can flow continuously on such arterials in a one-way direction. Similarly, that Fell Street and Tenth Street be made a continuous one-way eastbound arterial so that traffic can continue in the same line of direction on such streets. There has been some indication from the City Planning Department that it was felt that Hayes Street could not handle the full volume of westbound traffic. If this might be the case, then the Police Department suggests that Oak Street could, in addition, also be made a westbound one-way street from Market to Stanyan, thus relieving any such congestion on Hayes Street.

The Traffic Committee of the Grand Jury considers that the Police Department proposal is far more practicable and feasible than the "compromise plan" of the Planning Department. It is also considered that this would in no way interfere with the installation or synchronization of signals on Market Street, nor with the aforementioned "Master Plan".





17, TRAFFIC (Cont'd)

The Grand Jury Traffic Committee accordingly feels that the "compromise plan" of the City Planning Department is both impractical and unwise, and strongly recommends against the adoption of such proposal. As mentioned above, the Police Department has only with great reluctance indicated that it would "go along" with the suggested "compromise plan" of the City Planning Department. They are definitely not in accord therewith.

Recommendation:

The Grand Jury Traffic Committee recommends as follows:

1. That the "compromise plan" of the City Planning Department not be adopted, with respect to Hayes, Fell, and Oak Streets.
2. That there be adopted the Police Department proposal of a continuous flow of traffic on a one-way street basis, in a single direction, as follows:
  - (a) Ninth Street and Hayes Street "one-way" for westbound traffic.
  - (b) Fell Street and Tenth Street "one-way" for eastbound traffic.
  - (c) Oak Street from Stanyan to Market Streets, to be a "one-way" street for westbound traffic, providing this is necessary to relieve traffic on Hayes Street.

WORKING CONDITIONS OF TRAFFIC BUREAU DEPLORABLE

The Traffic Bureau of the Police Department is very seriously handicapped in its operations by lack of space, disjointed offices, and extremely poor working facilities. The following examples are cited:

1. Certain sections of the Traffic Bureau are located in the Hall of Justice, some in an adjacent building at 635 Washington Street, and another section at the rear of the Southern Station at Fourth and Clara Streets. In addition, there is one Traffic Court and a Traffic Fines Bureau at the Hall of Justice; also, one Traffic Court and a Traffic Fines Bureau at the City Hall. These Traffic Courts and Traffic Fine Bureaus are separate units due to the fact that one is for moving violations, and the other for non-moving violations. For efficient administration and operation, the entire Traffic Bureau and affiliated units should be centralized at one location.
2. Director Jack A. Ecker of the Traffic Bureau, has an office at 635 Washington Street, and two other members of the Traffic Bureau are also in the same room with him. This is a most undesirable situation because there are not only many meetings taking place in such office, but in addition there are certain confidential matters relating to personnel and other items which Director Ecker must take care of. It is now necessary for him to leave his office, and use an outside hallway when privacy is required with Police personnel or others.
3. The Accident Investigation Bureau, which is on an around-the-clock basis, has approximately 80 employees. This staff is in most inadequate and makeshift quarters in only a working space of approximately 29' x 29' (about the size of two bedrooms in an ordinary home), which includes desks, files, and other working equipment. Also, adjacent to this working space, there is only a very small room where the "Hit & Run Detail" works. 3 men work in such small room, and besides this it is necessary to use this room for interrogating hit and run suspects. The foregoing are obviously most unsatisfactory and undesirable working conditions.
4. Even worse than the above, however, are the "cracker box" quarters





## 17. TRAFFIC (Cont'd)

occupied by the Warrant Bureau of the Traffic Bureau. A partition has merely been placed at one end of the second floor hallway used by the public at the Hall of Justice. This partition is only part way up to the ceiling, and the personnel in the Warrant Bureau get the full impact of the constant noise, shuffling of crowds, talk in the hallways, and general bedlam of people constantly coming to and from the Municipal Courts located on such floor. Actually, the partition has merely been put in at the end of the second floor hall to block off a very small area of hallway space from the doors of two Municipal Courts on each side of such hallway, and which is in reality a part of the normal hallway space.

The length of the room in which the personnel of the Warrant Bureau works is only 20' long by 8'-8 $\frac{1}{2}$ " wide, or about half the size of a living room in a small home. Yet, four men are working in this small space, in which there are four desks plus necessary files and other office equipment. It is a most deplorable situation when men have to work under such conditions, and still are expected to perform satisfactory work, and do a most important function.

The work of the Warrant Bureau consists of having warrants issued and processed with respect to individuals who have ignored traffic citations. This applies not only to local traffic violators, but also to those violators who live outside of San Francisco in other cities of California, as well as other States throughout the country. Such warrants of arrest are followed through by the San Francisco Police Department in local cases, and the others are sent to Police Departments in other areas for service on traffic violators. The magnitude of this operation, even though only a small staff is involved which works under most unsatisfactory conditions, is shown by the fact that warrants issued in cases outside the State of California alone amount to approximately \$175,000 per year. About 85% of such out-of-State claims are paid

### Recommendation:

It is recommended that the deplorable working conditions outlined above be promptly corrected, and that expedient measures be taken to have the Traffic Bureau and affiliated units at one centralized location.

### GENERAL

We feel that the Police Department, and the Traffic Bureau thereof, in collaboration with the Police Commission and other departments of the City Government involved, have made considerable strides during the past year in eliminating many of the bottle-necks in the City's transportation system, and have substantially improved the expeditious flow of traffic. With the work that has already been accomplished in this respect, as well as on safety and other problems involved, and with the continued studies being made by the Traffic Bureau of the Police Department, additional improvement may also be expected.

Respectfully submitted,

GARDINER BLACKMAN, Chairman,

WILLIAM W. OHM,

ALVIN F. DERRE.





## 17. TRAFFIC (Cont'd)

### REPORT AND RECOMMENDATION OF 1950 GRAND JURY TRAFFIC COMMITTEE RELATIVE TO PROPOSED EXTENSION OF SUNSET BOULEVARD ACROSS GOLDEN GATE PARK

The Grand Jury Traffic Committee has carefully studied the proposal of the Police Department and Police Commission, relative to extending Sunset Boulevard across Golden Gate Park, and which they propose to be terminated at 36th Avenue and Fulton Street. The various departments of the City which are concerned with this project recognize such need, and the requirement for the proposed extension of Sunset Boulevard. However, there is different thinking as to the means of accomplishing the objective.

Such need arises from the fact that there has been great expansion of housing facilities and population in the outer Sunset District, Parkmerced Section, expanding development in the Broadmoor area, Stonestown Tract, Westlake Addition, etc. In addition it is anticipated that within the next seven months the large, several-story apartment buildings, being constructed by Stoneson Brothers and Metropolitan Life Insurance Company will be completed, thus resulting in greatly expanding the population in this area with resultant traffic congestion and problems. It is also understood that Doelger contemplates early construction of certain large apartment units. Further, the new San Francisco State College additions in this area will further add to the transportation and traffic situation.

It is, therefore, urgent that the proposed Sunset Boulevard extension across Golden Gate Park be promptly commenced in order to relieve the congested traffic situation that will result from the aforementioned building programs. It is expected that by October 1, 1950, or only approximately seven months hence - and with the periodic completion of various of these building projects in the interim - that the additional population in the foregoing areas will have increased by approximately 30,000 persons. Furthermore, these areas are largely dependent upon automobile transportation.

#### THE TRAFFIC SITUATION:

1. The Portola Drive-Upper Market Street thoroughfare is already extremely congested, particularly during peak hours, and will be unable to handle even a minor part of the additional traffic load resulting from the increased population in the areas mentioned above.
2. 19th Avenue is now handling a very heavy traffic volume, and will similarly be unable to absorb any substantial traffic increase.
3. Sunset Boulevard, which now terminates at Lincoln Way, has relatively only a minor amount of traffic, and this is the logical thoroughfare to handle the increased load for the subject areas. However, in order to eliminate the present bottleneck at Lincoln Way, and which - if nothing is done - would only throw this large increased volume of traffic into already crowded thoroughfares, it is essential that Sunset Boulevard be extended across Golden Gate Park. This would then permit flowing such traffic principally into Fulton Street, which is a wide and fine thoroughfare leading to the downtown area.

#### THE PROBLEM:

As stated above, all City Departments concerned are cognizant of the problem, and it is evident that the extension of Sunset Boulevard across Golden Gate Park is the logical solution. However, there are certain differences of opinion between some of the City Departments, which are summarized below:

- (a) The Park Department would, of course, prefer no additional thoroughfare across Golden Gate Park as they are naturally





## 17. TRAFFIC (Cont'd)

desirous of retaining it solely for park and scenic purposes. They have indicated, however, they would have no objection to a tunnel under Golden Gate Park, but it is obvious this would be a very time-consuming and extremely costly venture. We understand the Art Commission shares these views of the Park Department.

- (b) If, on the other hand, it may be finally concluded that there should be an extension of Sunset Boulevard across Golden Gate Park, then the City Planning Department and Park Department want what may be termed as a circuitous rather than the direct route proposed by the Police Department. The Planning and Park Departments then suggest that the terminus of the proposed extension should be at 40th Avenue and Fulton Street. They consider that such proposed extension will then substantially miss the Old Park Stadium, The Casting Pool, the Buffalo Pasture, and will tie into the Ocean-Scenic Drive and the ultimate Freeway Plan, which latter item we understand is a long range program that may not reach completion until perhaps 20 to 25 years hence.
- (c) The Police Department and Police Commission, on the other hand, are faced with a serious traffic situation that will be an immediate problem striking in its full force within the next six to seven months. They propose that the extension of Sunset Boulevard be a direct route across Golden Gate Park and terminating at 36th Avenue and Fulton Street. In doing so, there would be under-passes at the Main Drive and Middle Drive, with such extension passing midway between the Old Park Stadium and Casting Pool - missing the present outer boundaries of each of these units - and only taking the very minor amount of approximately 25 ft. from the Eastern boundary of the Buffalo Pasture, which would in no way interfere with this desirable park scenic attraction. It is our understanding that the Fire Department, City Engineer's Office, and Public Utilities Department, are also in accord with the proposal of the Police Department.

## CONCLUSION AND RECOMMENDATION:

The Traffic Committee has had various meetings with the Police Department and Police Commission on this matter. In addition, the Traffic and Planning Committees of the Grand Jury jointly met with the Planning Department for a review of this matter. Further, the Traffic, Planning, and Park Committees of the Grand Jury - together with its Foreman and Secretary - made a joint on-the-ground review of the proposed extension of Sunset Boulevard across Golden Gate Park and the current building programs and recently completed housing projects in the above areas.

It is the recommendation of the Traffic Committee, and concurred in by the Planning and Park Committees of the Grand Jury, that:

1. The proposed extension of Sunset Boulevard across Golden Gate Park be by the direct route proposed by the Police Department and Police Commission, with its terminus being at 36th Avenue and Fulton Street.
2. The various City Departments concerned with this project should promptly coordinate their efforts to accomplish such objective, pursuant to this recommendation, and that contract be let at the earliest possible date.
3. It is our understanding that certain of the necessary funds have already been set aside for this project, and the balance has been budgeted. It is recommended that there be expedited whatever procedure may be necessary to make full funds available for this project to assure prompt submittal of bids and early completion of such project.





17. TRAFFIC (Cont'd)

4. In making this recommendation it is our opinion that the direct route across Golden Gate Park, terminating at 36th Avenue and Fulton Street, will -
- (a) In no way interfere with present stationary units or scenic facilities of Golden Gate Park which we are all desirous of maintaining;
  - (b) It will be a safer driving route as compared to a circuitous route;
  - (c) There will be desirous saving in driving time as against a circuitous route;
  - (d) A straight thoroughfar will encourage usage as compared to a circuitous drive;
  - (e) There will be faster transportation by Municipal busses during peak and other hours at such time as this service may be provided; and
  - (f) It will mean more expeditious movement of fire fighting equipment in case of emergency.

Enclosed is map showing the proposed extension across Golden Gate Park terminating at 36th Avenue and Fulton Street, as recommended herein, and the alternate 40th Avenue and Fulton Street terminus proposed by the City Planning Department.

Respectfully submitted,

GARDINER BLACKMAN, Chairman,

WILLIAM W. OHM,

ALVIN F. DERRE.





REPORT AND RECOMMENDATION OF 1950 GRAND JURY TRAFFIC  
COMMITTEE RELATIVE TO THE TOW-AWAY SYSTEM

The Grand Jury Traffic Committee has carefully studied the tow-away system operated by the City and County of San Francisco through its Police Department (City Traffic Department). In making this study, the primary thought before the Committee in every instance was the fact that the citizens of San Francisco and environs traveling daily to and from downtown San Francisco in over 249,800 motor vehicles should be served in the most expedient and rapid method possible.

To accomplish this, it is absolutely mandatory that some streets be kept free from parked cars so that there can be a steady flow of traffic at all times. The members of the Committee have observed that during these peak hours when a car parks on a "No Parking", "No Stopping" street, traffic is deprived of one lane of travel (two instead of three lanes). A bottleneck results, and traffic backs up for several blocks.

There are over 260,470 motor vehicles registered in the City and County of San Francisco, which makes this city one with the heaviest registration of motor vehicles per person of any city in the world. The last available figures show more than 150,000 motor vehicles entering and leaving San Francisco by the bridges and main highways daily.

Due to the narrowness of our streets and the peculiar angles by which they are laid out in relation to Market Street makes them limited for the movement of traffic and inadequate for the loads put upon them. Therefore, it is necessary to have more roadway for travel, and this is accomplished by prohibiting the parking of vehicles on certain key streets merely during the hours when traffic is extremely heavy, principally from 4 p.m. to 6 p.m. It has been found that a very few motorists, by their carelessness or flagrant disregard of this law, were obstructing the convenience of many thousands by leaving their cars parked in prohibited lanes and thus blocking one needed lane. Upon investigation, this Committee has found that, after much experimentation by the Police Department, merely tagging motor vehicles was ineffective; so it was necessary to invoke the power given to the Police by Section 585.2 of the California Vehicle Code and ~~remove~~ the vehicles from the position they were occupying as a nuisance to a great body of citizens.

PRIVATE TOW CAR ASSOCIATION

There has been a divergence of opinion on the use of private garages to tow away parked automobiles. It is the opinion of this Committee that private enterprise should continue to tow parked vehicles, and that the City and County of San Francisco should not be forced to engage in the towing business to enforce the tow-away ordinance.

It is estimated that an expenditure of some \$80,000 would be necessary for equipment and personnel which would be engaged in useful performance only from two to four hours a day. This figure does not include the cost of purchasing or leasing property necessary to park cars, which would result in further substantial expenditures. The records of other cities performing their own tow-away system show that after the first few months the number of cars towed resulted in a sharp decline, and the city was left with useless equipment and surplus personnel on its hands. In this city, the average daily number of cars towed away was 85 when the tow-away program commenced, and this figure has now dropped to the present average of 53. Such reduction was made despite the number of tow-away streets being increased from 19 at inception of the program to 33 at present.

There are approximately 21 private garages making up the San Francisco Tow Car Association which keeps 30 tow cars available for



## 17. TRAFFIC (Cont'd)

this purpose. The tow-away garages have fixed beats assigned to them, which beats are periodically rotated. Some beats, such as California Street, have very few violations, and therefore little tow-away business.

The San Francisco Tow Car Association shows figures indicating that the gross receipts after the deduction of operational charges, costs of indemnity and performance bonds, insurance premiums and depreciation result in a very nominal net balance to be divided among these garage people.

As to the \$5.00 tow car charge, this Committee has noted in several instances the tow car regularly patrols a given beat, and in many instances does not actually tow away a car. In the absence of offenders, the tow car and operator are on the job for a two hour period without remuneration to the Tow Car Association.

### COMMITTEE ACTION

The Committee anonymously caused the car of one of its members to be tagged and towed away in order to observe personally each step engaged in the procedure, and to ascertain if any objectionable methods were employed by either the Police Department or the private garage man. We report that we did not find any objectionable features, no damage was done to the car although it necessitated a forceful entry; the garage people were both helpful and courteous in locating the car, and the police officer assigned to such location released it after identification in a most courteous and expedient manner. We observed the following steps taken when the car was tagged and towed away:

1. The auto is tagged by the officer.
2. The auto is opened, if locked, by the tow car operator in the presence of the police officer, and it is mandatory that the latter be present.
3. An inventory of the contents of the auto is taken by the officer in the presence of the tow car operator.
4. An inspection is also made to ascertain if there are any prevailing damages to the auto.
5. The inventory slip is signed by the officer and by the tow car operator.
6. The citation and inventory slip are placed on the windshield of the auto.
7. The auto is towed to the nearest designated parking area.
8. The parking lot calls the Police Department, Tow Detail, giving them the make of car, license number, and the location from which the car was towed.
9. The person whose car was towed calls the Police Department. He is connected with the Tow Detail, and promptly told as to where his car was towed. An officers at the parking lot will give the person a release for the car upon proper identification.

(In about one week or two, new and larger signs notifying the motorists of "No Parking" streets will be erected. These signs will state the location to which the vehicle was towed, and will eliminate the necessity of calling the Police Department if the person looks at the sign.)

10. If after two days the auto is not claimed by its owner, he (the owner) is contacted and asked to make disposition.





17. TRAFFIC (Cont'd)

CONCLUSIONS

The 1950 Grand Jury Traffic Committee finds the following conclusions and benefits ensuing to the citizens of San Francisco by reason of the present enforcement of the tow-away ordinance:

1. Speed up in traffic has enabled the motorist to get from the downtown area to the outlying districts in a time greatly reduced from that previously required.
2. Eliminates double parking which was particularly prevalent during the peak hours.
3. A very small minority are penalized by reason of their traffic violation, and the inconvenience to which they are subjected is negligible in comparison to the many thousands helped by having the cars towed away.
4. A speeding up of traffic has been accomplished since the tow-away ordinance, with the result that approximately 400,000 people riding the municipal and other public conveyances each day are able to reach their destination under greatly reduced time schedules.
5. That the tow-away procedure performed by private enterprises has caused great savings to the City and County of San Francisco, as compared to the expense required under municipal operation.
6. Heavy fines are not effective in deterring those people who persistently violate parking restrictions in "No Parking" areas during peak traffic hours.

RECOMMENDATION

This 1950 Grand Jury Traffic Committee in checking with traffic authorities can find no other acceptable method to date to guarantee clearance of the necessary streets in the downtown area for speed-up in traffic, and until such a system or method can be formulated it is the recommendation of this Committee that the tow-away ordinance be administered in its present form and to the fullest extent to afford the great majority of the people in San Francisco the free way to which they are entitled to travel to and from their home and business in the most expedient manner possible.

Respectfully submitted,

GARDINER BLACKMAN, Chairman,

WILLIAM W. OHM,

ALVIN F. DERRE.





18. PARKS AND RECREATION DEPARTMENT, REAL ESTATE, WEIGHTS AND MEASURES  
RECREATION AND PARK DEPARTMENT.

Effective July 1, 1950, by vote of the people, a new service department of a municipal government was created. This department succeeded the former separate Recreation and Park Departments, combining the best features of service and facilities of its successors. Governed by a commission of seven members appointed by the Mayor, its executive officer, the General Manager, is an appointee of the Commission.

FUNCTIONS: As comprehended by Sections 40 - 41 - 41A - 42 of the Charter: "The Recreation and Park Commission shall have the complete and exclusive control, management and direction of the parks, playgrounds, recreation centers and all other recreation facilities, squares, avenues and grounds which are in the charge of either of said commissions on the effective date hereof, or are thereafter placed in the charge of this commission, including exclusive power to erect and to superintend the erection of buildings and structures thereon, and to construct new parks, squares, playgrounds and recreation centers, except as in this charter otherwise provided.

"It shall be the policy of the commission to promote and foster a program providing for organized public recreation of the highest standard.

"The commission, through the general manager, shall utilize the property under its control and organize the personnel under its direction, to the end that all functions of the department be performed with the greatest possible efficiency.

"The San Francisco Unified School District shall supervise and direct recreational activities in facilities under its jurisdiction, and the commission and the school district shall have the power to supervise and direct other adjacent recreational and park facilities either jointly or severally by agreement."

PERSONNEL: Mr. Harvey E. Teller, former president of the Park Commission and an outstanding civic leader and successful business, is the general manager of this new department. His immediate staff consists of reappointments of his choice: of Julius L. Girod as Superintendent of Parks; Miss Josephine Randall, Superintendent of Recreation; Carey N. Baldwin, Director of the Zoo; and the appointment of William Simons, the former Park Commission Secretary, as his Executive Secretary; and the continuation of Edward A. McDevitt, the former Recreation Commission Secretary, as Secretary of the new Commission.

It is the observation of this committee that each of the above mentioned staff is extremely well qualified for the position occupied and brings to the General Manager the experience and counsel of years of professional services.

Personnel responsible to the General Manager for the operation and maintenance of the many units under his control total more than 800 employees in full time and part time positions. All employees are civil service.

OPERATION: Provision of a well organized recreation program and adequate park facilities for its citizens is now a well accepted responsibility of local government. From two playgrounds occupying ten acres in 1907, this city's recreation facilities have grown to include forty-six playgrounds and recreation centers, occupying 240 acres. Park growth has paralleled recreation over the years and today there are fifty parks and squares with a total of 3,206 acres, of which world-famed Golden Gate Park claims 994 acres.

In addition to these former units, the department provides special recreation services in such operations as a city vacation resort at Camp Mather; a junior museum; Sigmund Stern Grove; three public golf courses; and the city's Yacht Harbor; Kezar Stadium; and Aquatic Park.



18. PARKS AND RECREATION DEPARTMENT, REAL ESTATE, WEIGHTS AND MEASUR

Operation of these many units and services entails a budget of \$4,643,099, of which \$3,533,149 is derived from taxes and \$1,109,950 from departmental revenue.

In addition, the department is currently engaged in the actual construction of 23 recreation centers as part of the twelve million dollar bond fund voted by the people for recreation improvement in 1947. Total value of these 23 projects is more than two and one-half million dollars.

While the building program is over 30% under construction and many projects are approaching the construction stage, there is a possibility that the national emergency may delay progress through the recently issued governmental restrictions on recreation building. Application for exemptions from this construction ban has already been made by this department to the National Production Board

The merger of recreation and parks has extended immeasurably the new department's opportunities to give the city a well integrated program for play and educational pleasure.

Already some progress has been made in cost cutting from the abandonment of duplicated functions.

The idea behind the consolidation has been extended to interdepartmental affairs, as exemplified by a significant agreement with the Board of Education and the City Planning Department for a city-wide program on construction and operation of swimming pools. Two illustrations of this plan are the proposed Mission Park and Aquatic Park Pools.

Mission Park Pool will replace the outmoded and inadequate pool at the Nineteenth and Valencia Streets playground which eventually will be sold. The new pool will not only serve the rapidly growing residential area, but will be open to use by classes from Mission High School and the Everett and Horace Mann Junior High Schools.

Aquatic Park Pool is an even more ambitious affair, designed as the possible center of the city's swimming program instead of Crystal Plunge which is leased at heavy cost. The Aquatic Park pool will be large enough to handle crowds and contestants at national swimming competitions. Its location is favorable for the North Beach and Marina districts, and nearly ideal to serve as a swimming instruction site for Galileo High School, Francisco Junior High School and Marina Junior High School.

CONCLUSION: It is our considered judgment that effective consolidation of recreation and parks depends in full measure on the quality of the commission appointed by Mayor Robinson and upon the abilities of the General Manager. The studies of this Committee and its visits in the field of operation have brought convincing evidence of the Commission's competence and Mr. Harvey E. Teller's remarkably able leadership. This Committee views with alarm the impending retirement of Mr. Teller, now apparently scheduled for July 1, 1951.

If it is legally possible, this Committee recommends that immediate steps be taken to retain the services of the incumbent general manager to the end that he be able to carry out the Commission's well formulated policies and bring to the new department further benefits of his leadership and organizational ability. In fairness to the general public, having indicated by their vote a strong desire for effective consolidation of recreation and park facilities and services, this Committee recommends that Mr. Teller's incumbency be extended for at least another year.

REAL ESTATE DEPARTMENT.

The Department of Real Estate is under the direction of the Chief Administrative Officer. The Director of Property, a





18. PARKS AND RECREATION DEPARTMENT, REAL ESTATE, WEIGHTS AND MEASUREMENTS

civil service appointee, is the head of the Department.

FUNCTION: As comprehended by Sections 91, 92, 93 and 94 of the Charter, the Director of Property has charge of the purchase of real property and improvements required for all City and County purposes, and the sale and lease of real property and improvements thereon owned by the City and County except as otherwise provided by the Charter. He is charged to make preliminary appraisals of properties to be acquired, to conduct negotiations with the owners and to report his recommendations thereon to the responsible officer. It is his duty, also, upon request, to assist responsible officers when proceedings in eminent domain have been instituted. He also has charge of the management of the exposition auditorium, known as the Civic Auditorium and in addition, allocates space in public buildings. He also assists the Board of Supervisors when acting as a Board of Equalization. He also has charge of the purchase of real property for the San Francisco Unified School District, The San Francisco Parking Authority and the San Francisco Redevelopment Agency.

PERSONNEL: Mr. Eugene J. Riordan is the Director of Property since the retirement of his predecessor in May, 1948. Prior to that time he was for a great many years Assistant Director. His staff in the City Hall consists of one (1) Assistant Director; six (6) Division Right of Way Agents; one (1) Draftsman; one (1) Chief Clerk; one (1) Assistant Clerk and three (3) Stenographer-Clerks.

His staff for the Auditorium consists of one (1) Superintendent, one (1) Assistant Superintendent, nine (9) Janitors, three (3) Watchmen and one (1) each, Stenographer-Clerk, Elevator Operator, Electrician, Carpenter and Painter.

Due to the request of the Public Utilities Commission in 1949 for the immediate acquisition of 34 miles of pipe line right of way around the southerly part of San Francisco Bay from the Irvington Portal of the Hetch Hetchy Tunnel to the Crystal Springs Reservoirs in San Mateo County, an additional Typist-Clerk and a Senior Draftsman has been temporarily assigned to the Department.

The personnel of the Real Estate Department requires a great deal of technical knowledge in Engineering; Land Title Law and Real Estate practice and research and a high degree of integrity, patience and firmness. All employees are of the classified civil service.

OPERATION: The Department is most efficiently operated. The current program of property acquisition for the various departments of the City-Government, as well as for the San Francisco Unified School District, is a prodigious one; 34 miles of right of way 80 feet wide around the south end of the San Francisco Bay; the many post-war project jobs of the Department of Public Works, particularly the Broadway Tunnel, and the unusual requests for new school sites and new recreation centers to provide for our increased population and its trend, are a few of the divisions of work being performed.

The efficient supervision of the City's oil lands in Kern County is another service performed.

The extent of the expenditures for the last fiscal year for lands was about \$2,330,000.00; surplus City owned lands have been sold for about \$1,537,000.00; properties have been cleared for construction purposes by the sale and removal of buildings off of 56 parcels of land, said sales amounting to over \$46,000.00; The City, as lessor of 416 parcels of land, received as rentals for the year, in excess of \$667,000, and arrangements for the City as lessee have been made on 95 pieces for a total rental of over \$109,000.00.

The Committee congratulates the Director of Property for the progress he has attained in arranging reasonable and equitable agreements with property owners, particularly because his staff is undermanned. Only on one parcel of land during the last fiscal year was litigation contested and a jury verdict therein amounted to





18. PARKS AND RECREATION DEPARTMENT, REAL ESTATE, WEIGHTS AND MEASURES

somewhat less than the Director's recommendation.

Further inquiry reveals the fact that only about 6 cases have been contested in Court during the last 15 years. This record is significant in view of the many projects handled including such large ones as the widening of 19th Avenue (16 blocks). Lombard Street (13 blocks). Army Street (12 blocks). San Francisco Airport. Many miles of pipe line right of way in San Mateo County.

CIVIC AUDITORIUM: The Civic Auditorium designed and constructed to provide accommodation for important conventions and trade shows has not been fulfilling its true function. The School Department, Recreation Commission and an extra session Superior Court still occupy considerable space at no payment of rental. Insufficient budget allowances for maintenance and utilization have left the building in a critical stage.

The Committee finds that the building, as now utilized does not have adequate facilities for many conventions and expositions which would be important civic assets and reflect great credit to the community.

RECOMMENDS: Since the annual net profits from the Auditorium amounting approximately from \$50,000. to \$75,000., has usually been deposited in the general fund of the City, and as larger returns could be secured as well as the promotion of greater credits to the community, the Committee recommends that action be taken to speed the location elsewhere of all occupants of space in the Auditorium who interfere with its true function, and that adequate sums be appropriated for the proper conditioning of the building for its fullest utilization.

SEALER, WEIGHTS AND MEASURES, FARMERS' MARKET.

The Department of Weights and Measures is charged with the enforcement of all State laws dealing with quantity determination. It is composed of a Sealer, one Senior Inspector, five Inspectors and one General Clerk Typist, under the supervision of Mr. O. C. Skinner, Jr., Sealer, Weights and Measures, Farmers' Market.

State law requires testing of all commercial scales, pumps, meters and measuring devices at least once a year so each inspector is assigned to a district which then becomes his responsibility for that year. One exception to complete enforcement is the testing of petroleum meters used on tank trucks and in bulk plants. We are unable to test these meters because of lack of equipment.

The Weights and Measures Department also operates the San Francisco Farmers' Market at San Bruno Avenue and Alemany Boulevard. The Farmers' Market is staffed by a Market Master, a General Clerk Typist, one full time Janitor, and one Janitor for six months of the year.

An improvement program will start in February which will provide sales stalls for the farmers and covered walkways for the customers, together with a large parking area.

A statistical report of Farmers' Market operations and a copy of the fiscal report of the Weights and Measures Department are enclosed.

Using the tentative 1950 United States Census figures, a comparison of San Francisco Weights and Measures operation with that of Alameda County for the Fiscal Year 1949-50 is here shown:

<u>COUNTY</u>	<u>POPULATION</u>	<u>GROSS BUDGET</u>	<u>YEARLY PER CAPITA COST</u>
San Francisco	760,381	\$ 37,622.00	.0494
Alameda	734,740	91,306.00	.1242



# 18. PARKS AND RECREATION DEPARTMENT, REAL ESTATE, WEIGHTS AND MEASUR

I believe that our yearly cost of Weights and Measures protection of 5¢ per person is one of the lowest in the United States

This office has been able to sustain a policy of investigating all complaints and conducting all routine tests within 24 hours of notification, and when the new equipment granted us is received we expect to be able to increase our efficiency.

The Farmers' Market is showing a consistent 18% to 20% increase, but it has now reached a Saturday peak for lack of parking and sales stall facilities. This condition will be remedied this year when the new market improvements will be completed.

## I N S P E C T I O N S

JULY 1, 1949 TO JUNE 30th, 1950.

<u>TYPE SCALE</u>	<u>SEALED</u>	<u>ADJUSTED</u>	<u>CONDEMNED</u>	<u>CONFISCATED</u>	<u>TOTAL</u>
Counter	2879	366	143	12	3400
Spring	3398	442	57	29	3926
Computing	5254	814	334	37	6439
Heavy Capacity	2577	697	329	24	3627
Personal Weighers	670	143	36	--	849
T O T A L S	14778	2462	899	102	18241
WEIGHTS	24896	144		124	
GASOLINE PUMPS	2935	125	309		3369
METERS	5	5			10
LIQUID MEASURES	2487	3		8	2498
MERCHANDISE IN CONTAINERS RE- WEIGHED	219,762	1922			221,684
COMPLAINTS RECEIVED AND ADJUSTED 58					
ESTABLISHMENTS VISITED		12,574			
CERTIFICATES ISSUED		12,412			

## FARMERS' MARKET

### REPORT OF RECEIPTS AND EXPENDITURES

FROM 24 July 1944 to 30 November 1950.

<u>MONTH</u>	<u>1944-45</u>	<u>1945-46</u>	<u>1946-47</u>	<u>1947-48</u>	<u>1948-49</u>	<u>1949-50</u>	<u>1950-51</u>
	<u>RECEIPTS</u>	<u>RECEIPTS</u>	<u>RECEIPTS</u>	<u>RECEIPTS</u>	<u>RECEIPTS</u>	<u>RECEIPTS</u>	<u>RECEIPTS</u>
JULY	218.00	1121.00	1943.00	2400.00	2215.00	3803.00	3027.
AUGUST	1154.00	1758.50	2417.00	2572.00	3186.00	4228.50	3422.
SEPTEMBER	1191.00	1190.00	1802.00	2064.50	3278.50	3711.50	3650.
OCTOBER	719.50	801.50	1606.00	1867.50	3381.00	3446.00	2979.
NOVEMBER	359.00	602.50	1218.00	1354.50	2480.50	2743.50	2232.
DECEMBER	246.50	508.00	868.50	1664.00	2241.50	2918.00	
JANUARY	257.50	628.50	873.00	1628.50	1493.00	1881.00	
FEBRUARY	267.50	465.00	848.50	1251.50	1495.00	1870.50	
MARCH	271.50	439.50	873.00	1343.50	1523.00	1956.50	
APRIL	193.00	247.00	890.50	1192.50	1546.50	1711.00	
MAY	277.50	474.00	1007.50	1145.00	1299.00	1535.50	
JUNE	574.50	1111.00	1668.00	1264.00	2145.50	2386.00	
TOTALS \$	5,729.50	9346.50	16006.50	19747.50	26284.50	32191.00	15311

OPERATING EXPENSES \$	5,849.49	5434.75	7092.72	12636.10	12581.64	12878.79	6223
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18. PARKS AND RECREATION DEPARTMENT, REAL ESTATE, WEIGHTS AND MEASURES

EXCESS  
REVENUE \$119.99 3911.75 8319.78 7111.40 13702.86 19312.21 9087.82  
OVER  
EXPENDITURES

<u>CAPITAL EXPENDITURES</u>		<u>MONTHLY TONNAGE</u>			
1944-45	\$ 2689.87	January	574 Tons	July	1178 Ton
1947-48	7410.76	February	617 "	August	1361 "
1948-49	5586.68	March	337 "	September	1386 "
1949-50	----	April	549 "	October	1047 "
1950-51	3105.02	May	520 "	November	799 "
		June	858 "		

Respectfully submitted,

WILLIAM J. RAFFETTO, Chairman  
WILLIAM H. OHM,  
ALVIN H. GETZ.

















